

Assessment of Gender Integration in the USAID/Philippines' Strategic Objectives

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1625 Massachusetts Ave. NW, Suite 550, Washington, D.C. 20036 USA
Tel.: 202-332-2853 Fax: 202-332-8257 Internet: info@widtech.org

A Women in Development Technical Assistance Project

Development Alternatives, Inc. • International Center for Research on Women • Women, Law and Development International
Academy for Educational Development • Development Associates, Inc.

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by

Sidney Schuler - Team Leader, WIDTECH Consultant
Kay Calavan, WIDTECH Consultant
Simel Esim, International Center for Research on Women
David Gambill, DEVTECH
Toby Monsod, USAID/Philippines Consultant

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PREFACE

In July 1997, USAID/Philippines made a request through the Office of Women in Development (G/WID) for WIDTECH to provide technical services to ensure further integration and mainstreaming of gender and development in the mission's strategy in the Philippines. A WIDTECH team was asked to conduct an assessment of ways to more effectively address gender in the mission's six strategic objectives: economic growth, trade and investment, population and health, environment, and democracy and governance, as well as in two special objectives: HIV/AIDS and Amerasians. The expected results of the assessment were to provide the mission with concrete recommendations for both current and future development activities. The WIDTECH team consisted of five sector specialists: Sidney Schuler (Team Leader and Population/Health/Nutrition Specialist), Simel Esim (Economic Growth Specialist), Kay Calavan (Social Scientist), David Gambill (Environmental Specialist), and Toby Monsod (Democracy and Governance Specialist). The assessment was conducted during the period October 25-November 19, 1997.

The originally proposed task was ambitious in that the mission had hoped for specific actions steps from design and implementation through to monitoring and evaluation in its various programs and projects within each sector. The team made every effort to suggest actionable recommendations, but within each sector there are different challenges to program implementation, and design and application of indicators, in some cases requiring innovative pilot approaches. It is the team's hope that the broad set of recommendations offered here will serve as a discussion and launch point for possible future work. Understandably, with time and resource constraints, we hope that each sector will consider the range of possibilities presented and identify a few priority areas that can be addressed in the short term, as well as some that can be addressed in the long term, in future strategic planning exercises at the mission level. WIDTECH would be pleased to work with mission staff on strategies for operationalizing the priorities.

The WIDTECH team would like to take this opportunity to thank the mission staff and NGO representatives who graciously contributed their time to working with the team members and to reviewing the first draft of this report. In addition, the team gratefully acknowledges the support received from staff in the G/WID office in both planning for the assessment and reviewing the final recommendations. We look forward to the possibility of future collaboration with mission staff.

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GLOSSARY

SO1

BMWF	Bangso Moro Women's Foundation
CUES	Credit Union Enhancement Services
ELAP	Emergency Livelihood Assistance Project
FSW	Federation of Sirallah Women
GEM	Growth with Equity Project
GOP	Government of the Philippines
MABS-M	Microfinance Access to Banking Services
MNLF	Moro National Liberation Front
PATAMABA	National Network of Women Homeworkers
SCF	Save the Children Foundation
SZAED	Special Zone for Accelerated Enterprise Development
SPCPD	The Southern Philippines Council of Peace and Development
SZOPAD	Special Zone for Peace and Development

SO2

AGILE	Accelerating Growth, Investment & Liberalization with Equity
MPIP	Microfinance Policy Improvement Program
NCC	National Credit Council

SO3

AVSC	Associations for Voluntary and Safe Contraception
CA	Cooperating Agency
CPR	Contraceptive Prevalence Rate
CYP	Couple Years Protection
DOH	Department of Health
FP/MCH	Family Planning/Maternal-Child Health
HIV/AIDS	Human Immuno-deficiency Virus/Acquired Immune Deficiency Syndrome
IEC	Information, Education, and Communication
IMR	Infant Mortality Rate
IRH	Institute for Reproductive Health
JSI	John Snow Institute
KAP	Knowledge, Attitudes, Practices
LGUs	Local Government Units
MMR	Maternal Mortality Ratio
MSH	Management Sciences for Health
NGO	Non-governmental Organization
NSO	National Statistics Office
ORTA	Operations Research/Technical Assistance
PATH	Program for Appropriate Technology in Health
PFPP	Philippines Family Planning Program
PHN	Population, Health, Nutrition
POPCOM	Commission on Population
RFCSWs	Registered Female Commercial Sex Workers

RTIs	Reproductive Tract Infections
STDs	Sexually Transmitted Diseases
TFR	Total Fertility Rate
WSP	Women's Studies Project

SO4

CBFM	Community Based Forest Management
CBFMA	Community Based Forest Management Area
CBM	Community Based Management
CENRO	Community Environment and Natural Resource Officer
CRM	Coastal Resource Management
CRMP	Coastal Resource Management Program
DENR	Department of Environment and Natural Resources
DTI	Department of Trade and Investment
ICS	individual certificates of stewardship
IEC	Information, Education, and Communication
IM	Integrated Management
IMA	International Marinelife Alliance
IR	Intermediate Result
LGU	Local Government Unit
MCEI	Municipal Coastal Environment Initiative
NGO	Nongovernmental Organization
NRM	Natural Resource Management
NRMP	Natural Resource Management Program
PCRA	Participatory Coastal Resource Assessments
PENRO	Provincial Environment and Natural Resource Officer
PO	People's Organization
UBFA	United Batasan Fishermen Association

EXECUTIVE SUMMARY

SO1: ACCELERATING THE ECONOMIC TRANSFORMATION OF MINDANAO

The first strategic objective of the USAID/Manila mission focuses on Mindanao, the southernmost island of the Philippines. The recent peace agreement in Mindanao between the government and the Moro National Liberation Front (MNLF) provided an opportunity to focus on accelerated economic transformation of the island. This SO is mainly pursued by providing business development services and financial services to agro-industries and small and medium enterprises in Mindanao. In order to better incorporate gender concerns into this SO, we recommend:

- Organizing a biannual Mindanao Gender Forum for information sharing and joint planning of strategies of various projects in the SO;
- Tailoring gender guidelines within the SO for the individual projects; and
- Providing technical training in how best to incorporate gender concerns into economic analysis for SO1 staff.

The number of women beneficiaries among the clientele of the business development services provided by the Growth with Equity in Mindanao (GEM) project is relatively small. While that is the case, GEM staff have used a number of venues in reaching out to women and women's economic organizations in Mindanao. Expansion of the project into new areas in Mindanao is likely to provide an opportunity to reach out to more women's businesses. The following are recommendations of the WIDTECH team for the GEM project.

- Identify and document the successes and limitations of the models, which are ways of reaching women entrepreneurs and groups, used by GEM in project documents such as quarterly progress reports and in the form of a one time study;
- Utilize the models identified to broaden the perspective of USAID project staff, contractors, grantees and other donor agencies for Mindanao by discussing the ways to better them; and
- Cooperate with other donors and link them with NGOs needing institutional capacity building.

The Emergency Livelihood Assistance Project (ELAP) targets assistance in the form of inputs required for production of a crop/product (corn, cassava, bananas, tilapia, seaweed and mudcrabs) with necessary training and technical assistance for 2,200 ex-combatants and their families. The Bangsomoro Women's Foundation's (BMWF) role in the ELAP project is the result of the laudable efforts of USAID staff. The sustainability of ELAP depends on continued cooperation of the BMWF that manages the community funds. A clearer and better inclusion of women in new ELAP areas can attract further funds from other donors. Therefore, we recommend exploring opportunities within ELAP's new expansion to better include services for women farmers in horticultural activities which are high value, for example, vegetables, flowers, ube, high value potato, fruit tree, plant nursery, baby corn and mushroom production for cannery, and in non-agricultural livelihood schemes for women with high remuneration opportunities.

With regard to financial services, a number of projects are in their initial stages. Among these are Microfinance Access to Banking Services (MABS-M), Hublag Bank of the Gerry Roxas Foundation

(HUBLAG), and Credit Union Enhancement Services (CUES) by USAID. Women micro and small entrepreneurs will constitute a majority of the clientele for these financial services. We recommend the following with respect to the MABS-M project.

- Monitoring the accessibility of microfinance services by women;
- Preparing adjustment measures (through MABS-M) in case the monitoring process shows the need for fine-tuning; and
- Using gender-disaggregated data while monitoring.

SO2: TRADE AND INVESTMENT IN THE PHILIPPINES

The second strategic objective of USAID/Manila mission focuses on the need to improve national policies in trade and investment. The main activities under this objective are policy oriented. The two projects reviewed for this sector are the Microfinance Policy Improvement Program (MPIP) and Accelerating Growth Investment and Liberalization with Equity (AGILE).

The indicators for this SO are gross capital formation, the openness of the Philippine economy and tax revenues. These indicators shed little light on the effects of trade and investment on women and workers as beneficiaries and decisionmakers. Therefore, there is a need to develop indicators that measure the important effects of trade on women's lives such as their participation in trade policy decisions, the number of women beneficiaries, and winners and losers from changes in trade policies.

The immediate objective of the MPIP project is to help rationalize the operations of the government-sponsored credit programs, and improve their effectiveness and efficiency in delivering services through technical assistance to the National Credit Council (NCC). Little is known about the gender and poverty distribution of the stakeholders. Therefore, we recommend:

- Disaggregating the data by gender in looking at the beneficiary profiles of government directed credit lines to get a more accurate picture of the actual versus the intended beneficiaries of these programs; and
- Presenting and informing the potential 'losers' from the termination and/or consolidation of government credit programs of alternative government or private programs.

The AGILE project aims to continue policy liberalization and increase the level of competition in the Philippines economy. The tools of the project include policy analysis, formulation, and advocacy and special activities such as research and study tours. Among the areas identified are: agriculture, WTO, financial market development, and microenterprise policy. We recommend establishing platforms for better integration of women stakeholders into discussions on growth, investment and liberalization of the Philippines economy.

SO3: REDUCED FERTILITY AND IMPROVED MATERNAL HEALTH

SpO: RAPID INCREASE OF HIV/AIDS PREVENTED

SO3 and its SpO address gender concerns in general by promoting reproductive health choice and child survival — areas of crucial importance for Philippine women. The activities supported under SO3 and SpO also address many specific gender issues in their design and implementation. SO3, for example, is:

Promoting reproductive choice by strengthening family planning services in local government units (LGUs) and the private sector;

Improving the quality of family planning services in the public and private sectors by expanding the number of choices of methods, increasing the amount of information available, and raising the level of technical competence;

Accommodating constraints on women's time by offering services at convenient hours to meet the reproductive health needs of working women;

Enhancing women's professional status through training programs which strengthen the professional qualifications of family planning service providers;

Using flexible strategies such as loans and technical assistance to enable private midwives, and the NGOs that support them, to improve their economic viability; and

Supporting high quality research and policy dialogue on gender issues in both society at large and in the health sector on such issues as violence against women, integration of RTIs/STIs in reproductive health programs, and male responsibility.

The HIV/AIDS Special Objective is:

Empowering the sexually exploited, using innovative strategies such as peer education to strengthen negotiation skills and reduce the vulnerability of women and men working in the commercial sex “industry” to sexually transmitted diseases (STDs) and HIV infection.

Summary of Recommendations

These recommendations should be considered in the 1998 strategic planning for future population and health assistance in the Philippines.

Strategic objective(s) should be framed in terms of improved reproductive health; reducing unintended pregnancies should be one subobjective. We recommend:

- Employing client-centered, gender-sensitive approaches; and
- Consulting and interacting with a wide spectrum of organizations concerned with women's reproductive health and rights.

A new framework (a revised strategic objective) stressing improved reproductive health rather than just reduction of fertility or population growth rates would better reflect ongoing project activities as well as harmonize USAID/Manila's approaches with those articulated by the Commission on Population (POPCOM), the Department of Health (DOH), USAID/Washington, and many women's organizations

working to promote reproductive health and rights. It would contribute to the effectiveness and sustainability of USAID assistance in population and health in the Philippines. Most, if not all, of the activities currently being supported under SO3 are compatible with the alternative framework.

The following additional recommendations could be addressed on modest scale within the SO3 and SpO frameworks, and expanded in the future:

- Identifying and pilot testing gender-sensitive, client-centered reproductive health Intermediate Results (IR) and indicators;
- Encouraging dialogue with local organizations working for reproductive health and choice;
- Documenting successes in addressing gender concerns;
- Reviewing and creating mechanisms to review family planning Information, Education, and Communication (IEC) strategies, activities, and products from a gender perspective, and reorient as appropriate;
- Intensively promoting male responsibility for reproductive health, giving special emphasis to contraceptive methods for men, and men's role in STD/HIV transmission;
- Documenting and pilot testing alternative interventions for STD/AIDS prevention and treatment, and for cross-sectoral collaboration;
- Supporting integration of STD information, diagnosis and treatment into public sector and NGO reproductive health services;
- Continuing and expanding qualitative research and pilot projects related to gender issues.

SO4: ENHANCED MANAGEMENT OF RENEWABLE NATURAL RESOURCES

The Coastal Resource Management Program (CRMP; IR1) and the Natural Resource Management Program (NRMP; IR2) promote community-based resource management (CBRM) of Philippine coastal and forest resources. The programs are intended to ensure Philippine resources are used sustainably. The programs use very inclusive and participatory methods to build broad community and government support for the developing CBRM systems.

Addressing gender concerns in the CBRM process will improve the management plans by:

- Better identifying how the resources are being used (to improve the inventory of the resource);
- Understanding better how people expect to use the resources, (to allow better planning);
- Enabling more women to participate, and participate more fully (to increase women's support, and avoid their opposition, and thus increase the likelihood that the communities will continue to use the resources sustainably after the programs end); and

- Increasing the number of people who participate in government decisionmaking to build a viable political base to overcome resistance to new, sustainable ways to use the resources and distribute the associated benefits.

Both the NRMP and CRMP are addressing gender concerns. Management for both programs seems very aware and concerned about gender issues. Some of the field staff of the CRMP have done a particularly good job helping communities identify how women use resources. CRMP managers plan to address gender concerns in part of their upcoming integrated coastal management training. However, both programs can benefit from greater attention to gender aspects in their programs. The following are actions the programs could take to better address gender concerns:

- **Ensure women are asked separately from men about how they use the resources and how they expect to use them.** The initial resource inventory must identify how women use resources to enable management plans to reflect actual resource uses. Women are far more likely to support resource management plans which reflect their needs.
- **Ensure that the aspects of the management plan which address women's needs are implemented.** This will increase the women's support for the management plans and for using the resources sustainably. The women's support can contribute to LGU backing of the management plans and enforcement efforts. It is also vital to ensure the resources are managed sustainably after the programs end.
- **Train the field staff of NRMP and CRMP to more effectively address the gender concerns in resource management.** By more effectively addressing gender concerns, the programs will build greater support in the communities. To capture all the benefits of addressing gender concerns in CBRM, the field staff of both programs need further training in how and why to do so.
- **Integrate gender considerations into the training programs and IEC information programs for the Department of Environment and Natural Resources (DENR) and communities.** This will enable the CRMP and NRMP to better address gender concerns in the management systems they support. The more effectively the programs address these concerns, the greater the likelihood that the systems will succeed and survive beyond the programs.
- **Ensure that alternative livelihood programs provide equal opportunities for women and men.** This issue is essential in gaining the support of women for using resources in the new ways promoted by the NRMP and CRMP. Both men and women are more likely to support using the resources sustainably if the associated programs provide real, equitable livelihood alternatives.
- **Work with communities to avoid potential increases in domestic violence.** Other community resource management (CRM) programs in the Philippines have documented increases in domestic violence as a side effect. Victims of domestic violence are much less likely to participate in such programs, and may oppose them. Thus, the CRMP and NRMP will garner more support from women, and be more effective, if they address the potential increase in domestic violence that the programs may cause.

- **Ensure that women receive an equal share of benefits from the People's Organization (PO).** Programs will maximize the support and participation of women by ensuring they benefit equitably from managing the resources sustainably. The programs must work with POs to recognize this and distribute financial, social status, and other benefits equitably to all members.
- **Determine if individual certificates of stewardship (ICS) are being properly registered, and encourage POs to issue equitable numbers of ICSs to single women and men (*applies only to NRMP*).** The ICS confers transferable property rights to the bearer, with all the associated economic benefits. Thus women who receive ICSs will have a strong incentive to support the CBRM system and will make the resource management systems more sustainable.
- **Disaggregate appropriate indicators by gender.** Noting and reporting the differences in how men and women benefit from the programs will show how participative the programs really are. This can be an indicator for how broad the community support is for managing resources sustainably. Reporting this data will also heighten awareness of this issue among field staff, DENR and other partners.

Both CRMP and NRMP measure success quantitatively. Both programs recognize that sustainable management requires community support and a management system that can overcome resistance to using resources in new ways. To this end, the programs link communities with government regulators and local government decisionmakers. The programs will be truly participative only if they involve women to the extent that they involve men in the process of designing and implementing management plans. And management systems which involve and benefit women to the same extent as men are far more likely to continue after the USAID programs end. Thus, it is essential that the CRMP and NRMP address gender concerns for new management systems to truly manage resources for sustainable use in the long term.

Future recommended opportunities for the SO4 team are as follows:

- **Link with SO3.** In the long-run, the Philippines must decrease its population growth rate if it is to manage its resources sustainably. SO4 could highlight this link with communities and the DENR. This could increase demand for information about voluntary reproductive health services, which would be provided through SO3.
- **Establish community tenure rights to coastal resources to eliminate open-access fishing grounds.** Fishing grounds will be used sustainably only after they are no longer open-access resources (as the forestry sector has found). Eventually, communities will need tenure rights to the coastal resources they manage (as forestry communities have with forests under the Community Based Forest Management Area [CBFMA] program). When the CRM program eventually tackles this issue, it will need to ensure that women have equal access with men to the property rights and associate benefits.

SO6: BROADENED PARTICIPATION IN THE FORMULATION AND IMPLEMENTATION OF PUBLIC POLICIES IN SELECTED AREAS

This summary covers the first two of three intermediate results (IR) of SO6, the “Democracy Program.” IR1/GOLD (Governance and Local Democracy) — effective local government with broad-based participation in selected areas; and IR2/Civil Society — effective participation of the

disadvantaged, such as under-represented groups whose active participation is needed if there is to be broad-based support for democracy.

There are two principal findings. The SO6/IR1 team and partners generally agree that the GOLD program has thus far been gender-blind (ex-ante). The SO6/IR2 projects are explicitly required to be gender-sensitive, and reinforcement may be needed to institutionalize why and how gender analysis is (or can be) a critical factor in program success.

Principal Recommendations for SO6 Future Strategic Planning

Providing Technical Assistance for Building Local Gender-Responsive Statistical Systems (LGRSS) as a new Local Government Action Area under GOLD should be considered. This would have an effect on sectoral, national, regional (Asia-Pacific), and global levels, particularly in view of the Beijing Platform for Action. Also, instruments or procedures to facilitate gender mainstreaming should be introduced. We recommend, for example, that future programs:

- Assess institutional capability, or prospects, for gender-planning and management before selecting grantees or consultants.
- Consider the four arenas — Civil Service, NGOs/POs, Electoral Politics, electorate — when designing gender-responsive governance and democracy programs. Even though an arena cannot be engaged in directly, a complete analysis will provide better grounding for strategies in the remaining arenas.
- Consider rating gender equity indicators on a scale of one to three. For example, possible ratings of Indicator #3 of IR2, "The coalition operates according to a participatory, grassroots up, gender-sensitive approach", could be:

- | | |
|---------|--|
| Level 1 | A majority of leaders are consulted on coalition issues through participation in meetings. Women members have consulted with each other and have validated program. |
| Level 2 | A majority of members are consulted on the resolution of coalition issues. There has been a shift in the distribution of leadership positions towards greater gender equity. Women are not confined to stereotype positions. |
| Level 3 | Leadership positions are equitably shared; the election of leaders is democratic and regular. |

We have three recommendations for the short term:

- Sex-disaggregated data should be used for baseline and monitoring purposes. Providing instructions on how to consolidate sex-disaggregated provincial data for development planning purposes; disaggregation and analysis of the Bohol Poll; review inclusion of Human Resource Mapping tools, and so forth.
- Technologies of Participation (ToP) applied workshops should be genderized, and Gender-Responsive Planning (GRP) Technology should be ToP-ized. Initiate the exchange of

technology with NCRFW, CIDA, and others who are also in the process of refining GRP tools for local planning purposes.

- Opportunities for mentoring, networking, or holding roundtable discussions among existing GAD advocates within sites should be provided.

SO1: ACCELERATING THE ECONOMIC TRANSFORMATION OF MINDANAO

Economic development strategies affect women differently than men. Some of this differential impact is due to the persistent gender inequalities in society in access to productive resources such as land and capital. Others are generated by patterns of economic change that might heighten economic inequalities. In this context, gender is an important determinant in achieving equity and efficiency.

As Table 1 shows, the human development indicators, such as life expectancy, literacy rates, mean years of schooling and incidence of poverty in the four regions (IX-XII) comprising the southernmost island of Mindanao lag behind the national ones, for both men and women, due to decades of conflict between the government and Muslim separatists. Although the gender-disaggregated figures are not all available at the regional level, the indicators are likely to be worse for women than men in Mindanao as supported by anecdotal evidence, case studies and observations of the members of the WIDTECH team. The recent signing of the peace agreement between the Government of the Philippines (GOP) and the Moro National Liberation Front (MNLF) has provided an opportune environment for re-energizing development efforts. Accordingly, a number of donor agencies such as USAID, the United Nations Development Programme (UNDP), the International Labour Organisation (ILO), and CIDA have recently refocused their economic growth programs on Mindanao.

TABLE 1
COMPARATIVE HUMAN DEVELOPMENT INDICATORS, PHILIPPINES AND MINDANAO

	Philippines (rest of)	Mindanao (Regions IX-XII)
Life Expectancy (M+F)*	64.9 - 68.6	54.7 - 59.1
Literacy Rates (M+F)	93.5 - 99.1	81.3 - 92.9
Mean Years of Schooling (M+F)	7.1 - 9.7	5.3 - 6.8
Incidence of Poverty (M+F)	40.7 - 14.9	55.2 (average)

*(M+F): male & female

Source: The Philippine Human Development Report, 1997, Human Development Network and United Nations Development Programme.

USAID/Manila's SO1 focuses on accelerating the economic transformation of Mindanao. This objective is pursued by providing business development and financial services to agro-industries and small and medium-sized enterprises in Mindanao. The projects of SO1(except ELAP) take the business development and financial services angle for small businesses in Mindanao. The indicators used to measure the successes of the projects are:

- Increased growth in employment in Mindanao;
- Increase in value of Mindanao's direct exports to foreign markets; and
- Increase in total value of higher value products that are shipped out of Mindanao.

The SO1 projects that were reviewed for this assessment are:

- Growth with Equity in Mindanao (GEM);
- Emergency Livelihood Assistance Program (ELAP);
- Special Zone for Accelerated Enterprise Development (SZAED);
- Microfinance Access to Banking Services (MABS-M);
- Hublag Bank of the Gerry Roxas Foundation (HUBLAG); and
- Credit Union Enhancement Services (CUES).

GROWTH WITH EQUITY IN MINDANAO (GEM)

GEM is the principal element of the USAID Mission's effort to attain accelerated economic growth in Mindanao. It is a business development project which provides a wide range of services from investment/market links, training (business, technical skills), technical assistance (feasibility plans and financial packaging), and marketing and product design aimed at increasing opportunities for small and medium size businesses. With GEM, USAID capitalizes on the increased public and private investment that is starting to flow into Mindanao, tries to assure that it continues and that small and medium businesses in agricultural production, trade, services, and manufacturing benefit from it.

The project seeks to reach the 46 percent of the population in Mindanao living below the poverty line (which would include groups of microentrepreneurs). However, the project staff emphasizes working with groups of small and medium-sized enterprises that are more likely to be ready for business links with outside investors. The GEM contract for Louis Berger International, Inc. is a performance-based contract based on the number of transactions that are actually implemented. The primary objective is to facilitate business transactions with the highest probability of being quickly implemented.

Approximately 20 percent of the beneficiaries of the GEM-inspired shift of farm/fishing families to commercial production of more lucrative products and the adoption of superior production technologies were women. Of the 160 cooperatives GEM has worked with, 50 of them (30 percent) have a significant number of women members. Around 14 percent of the direct and 4 percent of the indirect jobs created in expanding agro-industrial and SME sectors go to women.

GEM staff members have used a number of venues in successfully reaching out to women and women's economic organizations in Mindanao. A few of these examples are presented in Box 1.

BOX 1
GEM MODELS OF WORKING WITH WOMEN'S BUSINESSES

The Federation of Sirallah Women (FSW) is one model of an organization assisted by GEM. It was founded by a committed woman, a retired pediatrician from government, with a vision of organizing, training, and providing market links for poor women in the region, enabling them to become self-employed natural fibers producers and silkworm growers. FSW was established in 1994 by women who used to belong to mixed agricultural cooperatives. Through this initiative and assistance from GEM, a number of public and private agencies, such as project FIDA, DSWD, and Land Bank provided support for FSW. GEM assisted in founding a joint venture with Phil(Narda), an Italian company, which wanted to work with different natural local fibers (ramie, silk, piña, and abaca) and FSW. FSW is expanding in scope rapidly and diversifying into a number of income generating areas such as mulberry nurseries, mulberry trees, silkworm growing, silkworm nurseries, and so forth. Replication of such a model needs a very committed spokesperson and advocate. However, it is a replicable model with assistance from chambers of commerce, business resource training centers, and donor projects like GEM.

Muslimah Resource and Integrated Development Center, Inc. (MURID) is another organization initiated by committed individuals that has received GEM support. MURID is an NGO working with Moro women in southwestern Mindanao (particularly in the islands of Sulu, Tawi-Tawi, and Basilan and in selected urban and rural areas around Zamboanga City). GEM has assisted in developing linkages between MURID and other donors to raise funds for a number of projects. Among these programs is a Socio-Economic Livelihood Program (SELP) where MURID provides seed capitalization, technical assistance, training and technology transfer through funds from New Zealand. MURID is also involved in a wide range of activities including maternal and child health, child care, and literacy programs. Their approach is mainly an integrated approach to community building with full participation of women. Replication is possible if GEM can identify other committed NGOs and help channel donor agencies to them.

In this report, we argue that women's businesses must be components of a successful strategy. Women are critical economic actors. The likely candidates for women as components of a winning strategy with whom GEM could effectively work are women micro and small entrepreneurs who might be working as individuals or in small groups. They are likely to be married women with children who do not have other work opportunities that younger educated women have in the formal labor market and who are motivated by the need for greater income to provide for household needs. The likely women clientele for GEM also include returned out-of-country-workers (OCWs) with some savings for investment.

The following are reasons supporting evidence from Mindanao on the importance of women's economic activities for the economy of the island and the need for better integrating them in project activities for better results.

- In many households women are the main income earners or critical income earners. Surveys conducted by the Business Resource Center (BRC) of Notre Dame of Dadiangas College in General Santos City, show that in many households women's income is larger than the men's in Mindanao.
- Women's businesses create employment, but are likely to be less visible because many are home-based and employ a large number of family members.
- Once they have access to credit, rural bankers and microfinance program operators in Mindanao report that women have better repayment rates than men. Anecdotal evidence from interviews indicates that even when their businesses are very small, women still have better repayment

rates than men. These observations are in accord with USAID microfinance office reports on women's superior repayment in places such as Honduras, Senegal, Bangladesh, and India.

- Women are getting economically organized in Mindanao. However the structures of their organizations are informal and the resources they have are limited. They do not have financial or legal visibility. Support provided to organizations such as Self Employed Women's Associations (SEWA) in India has been shown to help increase employment and income opportunities for women.
- Women's businesses grow, but at a slower rate because of gender-based constraints. Women reinvest in their productive enterprises just as much as men do. Although it is true that women's use of their incomes differ considerably from men's, the differences are likely to be equal to the amounts they contribute to household welfare.

There are a number of social obstacles to better integrating women micro and small entrepreneurs into a successful GEM strategy. Women business-owners face gender-based constraints that limit their opportunities for success such as: lack of access to productive assets; time and work-location limitations due to housework and child care responsibilities; and underrepresentation in official labor statistics, government programs, and donor assistance.

Women business-owners in Mindanao face numerous constraints:

- Lack of a proper accounting of women's contribution to the economy understates their contribution. Existing data collection, measurement, and analysis techniques do not do justice to the economic contribution of women to economic growth in Mindanao. Despite the large presence of women in the informal sector, there is no institutionalized and systematic enumeration of the size of the informal sector, let alone gender-disaggregated data. Anecdotal evidence and extrapolations suggest that it is women's involvement in the informal sector that enables households to survive.
- Most women do not have access to formal financial institutions or larger markets. Until recently there were no mechanisms for loans to micro and small entrepreneurs. Recent initiatives by existing financial institutions and other newly established financial intermediaries make credit and savings available for micro and small entrepreneurs. A number of new microfinance interventions which take into account women's collateral and mobility constraints are also being designed. However access to capital is not the only constraint women's businesses face. Product quality and design, market information, market links, and transport are still pressing issues for women entrepreneurs in highly competitive products and services. Although similar constraints exist for men and women, women are disproportionately affected from these constraints. There is a lack of institutional capacity on the part of local NGOs to provide economic relief programs for women in Mindanao. Due to long years of conflict and martial law, these institutions have not had a chance to flourish as they have in the other islands and regions of the Philippines. The few existing local NGOs work at limited capacity with limited funds and limited influence. Even among those women's NGOs which are linked with GEM, the institutional capacity building needs are clear. For instance, the Bangso Moro Women's Foundation, while the largest women's organization in the Muslim areas, is still limited in its reach at the local branch levels. Organizations such as the MURID Foundation of Zamboanga City have limited management information systems.

- Women have more demands on their time. Many women microentrepreneurs work in home-based enterprises due to their multiple responsibilities in the home. Time surveys and work intensity studies conducted in the Philippines and in Mindanao (King, Yotopoulos, Floro) show that women's time constraints are far greater than men's.

Solutions are available to address these constraints within the GEM project. These constraints also represent opportunities for better integrating women into USAID/Manila's SO1. The GEM project is in a good position to address some of the following constraints:

- GEM is already a directed project with an emphasis on specific locations on an island which has lagged behind the rest of the country in terms of economic growth and development. The Special Zone for Accelerated Enterprise Development (SZAED), which is an expansion of GEM activities in the Special Zone for Peace and Development (SZOPAD), provides an opportunity to reach out to more women's businesses which is most likely to help achieve both the growth and the equity goals of the GEM project.
- GEM is already involved in institutional capacity building efforts through efforts to link donors and NGOs. There are also a number of cases where GEM agro-business staff made immense efforts to strengthen less organized, mostly male agricultural commodity groups such as mango or potato producers. GEM staff find it easier to work with visibly, formally organized farmer clients in providing their business development services. Such efforts can also be extended to subsectors with a concentration of women. It clearly requires more effort for GEM staff to strengthen less organized groups such as weavers associations. However, working with women's businesses would not necessarily mean targeting women beneficiaries who have less potential for success. It would mean employing some of the mechanisms that have been used for working with men more extensively.
- GEM staff recognize that the vast regional differences in Mindanao require different levels of effort. Davao City staff may have a relatively easier time finding investors to link to area agro-businesses since it is rapidly expanding as a business center. However in Zamboanga City, which is at a more preliminary stage of economic development, almost all linking efforts need more time and institutional capacity building efforts.

Recommendations for GEM

There need to be more systematic efforts to distribute the benefits of the GEM project more equitably to women.

Identify and Document the Models Used by GEM in Reaching Out to Women Entrepreneurs

- Document efforts in project documents such as quarterly progress reports to provide services for women's enterprises and other economic organizations by GEM staff. This would: show the potential of the project in addressing gender issues to USAID, its partners, and other donor agencies; provide a good argument for convincing other donors to contribute to USAID Mindanao projects; provide valuable input to the R4s and for Washington G/WID office; help increase project effectiveness.
- Document the ways of reaching women entrepreneurs and groups of the GEM/ELAP/SZAED services to women clientele in the form of a one time study identifying the models and their

successes and limitations. A small grants fund from of the G/WID office through the WIDTECH funds might be available for such a study.

- Utilize the models identified to broaden the perspective of USAID project staff, contractors, grantees and other donor agencies for Mindanao by discussing the ways to better them.
- Discuss among project staff how gender issues are being incorporated, and how these models can be improved or expanded. Compare these models with the approaches/models developed by other NGOs or donors in providing economic opportunities for women.
- Process and analyze the raw data that already exist in GEM databases in a gender-disaggregated fashion for such studies as social soundness analysis, impact analysis, and so on. It is important to find out about the gender differences in access/control/use of resources and the ways in which project interventions affect women and men.

Expand GEM Activities to Better Include Services for Women Micro and Small Entrepreneurs

In the first part of the GEM project, the priorities were to assist more visible formal organizations, such as agro-businesses and agricultural cooperatives, which had predominantly male memberships and management. At this point, with the expansion into SZOPAD regions with SZAED, GEM is in a position to look at less visible producer groups in the informal sector, which include a large number of women producers working at home.

GEM has already identified some sub-sectors which have both growth potential and have a high concentration of women. GEM can identify a few of these sectors and provide block Special Activities Fund support for them.

GEM can subcontract assistance in:

- identifying women's producer cooperatives or groups in various economic sub-sectors of the informal sector. Members of SCF staff have successfully developed a sub-sector approach in the retazo sector. They could provide consultancy in identifying and analyzing the sub-sectors in which women are concentrated in Mindanao and in the areas where the GEM project efforts are focused.
- providing business development services to selected groups to better organize these producers to improve their access to raw materials, increase their productivity, and expand their businesses by diversifying markets.

Identify Some of the Other NGOs' and Donors' Successful Models for Women's Economic Opportunities

- Identify other agencies' models and success stories in other parts of the country, that could be implemented in Mindanao by GEM staff.

- Use the expertise of other agencies such as the sub-sector approach developed by Alexandra Avery of Save the Children for retazo workers in Metro Manila.

BOX 2
MODELS OF WORKING WITH FILIPINA-OWNED BUSINESSES

Save the Children's (SCF) subsector approach with retazo workers is one model of working with women's businesses in the Philippines. SCF Manila staff use a subsector approach where they select an industry, analyze it, design focused interventions and a network of organizations to implement it. The subsector is selected for its growth potential. In Metro Manila they work with the retazo industry, which is based on products made of garment remnants from factories such as cleaning rags, work gloves, floor mats, shoe covers, children's clothes, hair ribbons and pillow cases. There are 25,000 women retazo workers in Manila and another 25,000 across the Philippines who face high prices, unreliable sources for materials, and a lack of business services. The project has a market link component, institutional capacity component and a raw material component. Some other subsectors could be food processing, poultry raising, vending and micro-scale manufacturing. This approach provides a framework for organizing women to increase their collective clout within an economic system and for delivering business services such as marketing, product development, and improved access to raw materials with a network of partner agencies on a sustainable basis.

The National Network of Homeworkers (Patamaba) was established in 1989 by 29 women homeworkers from eleven provinces. The organization now has 5,000 members across the Philippines. There are a number of chapters in Mindanao with five in the Davao City area. Patamaba works on creating public awareness on the concerns of homeworkers through workshops, meetings, and dialogues. It works with DOLE and other agencies of GOP on enforcing laws regarding homework and welfare benefits of homeworkers such as social security insurance. Improving the material welfare of homeworkers is a major goal of Patamaba, and so it helps organize women home-based workers into cooperatives. Patamaba also realizes the importance of product design and standardization, training, and credit, so it works to encourage enterprise development and institutional capacity building. (see Lucy Lazo's article on Patamaba).

Link Other Donors with Women's Economic Organizations Which Need Institutional Capacity Building

USAID, as a donor with long term experience in Mindanao, can play a role in linking other donors to NGOs that need assistance in building up their institutional capacity. One such GEM initiative has already taken place where New Zealand funding was successfully linked to the MURID Foundation by the Zamboanga City office staff. Donor agencies that are interested in providing support to the development initiatives in Mindanao without experience or offices in Mindanao already provide support to USAID, UNDP or CIDA projects which have stronger bases in Mindanao.

EMERGENCY LIVELIHOOD ASSISTANCE PROJECT (ELAP)

The Emergency Livelihood Assistance Project (ELAP), an activity jointly designed and implemented by The Southern Philippines Council of Peace and Development (SPCPD) and USAID and funded by Office of Transition Initiatives (OTI) and USAID/Manila, is run by the agribusiness development team of the GEM project. The beneficiaries of the livelihood project are 2,200 ex-combatants and their families who would receive assistance in the form of inputs required for the production of a crop or product (corn, cassava, bananas, tilapia, seaweed, and mudcrabs) and training and technical assistance. The ELAP consultants work to secure donors other than USAID to provide funds for inputs.

UNDP and ILO are also focusing on ex-combatants. In case of ELAP, the Bangso Moro Women's Foundation (BMWF), the women's committee of the MNLF during the conflict, now acts as the community fund treasurer and a co-manager of the project (see Box 3).

BOX 3 BANGSO MORO WOMEN'S FOUNDATION (BMWF)

Bangso Moro Women's Foundation (BMWF) consists of the women's committees of the MNLF who worked as nurses, fundraisers, farmers, and the community organizers during the conflict. Therefore they have a comparative advantage in running organizations and directing economic activities. Muslim men in higher government echelons say "We have forgotten how to fish and to farm." BMWF members work as community organizers for the peace and emergency livelihood initiatives of donor agencies and the government. Their role in the ELAP project is the result of a commendable initiative by OTI and GEM staff to involve women in the reconstruction of their communities. It is likely to strengthen the position of BMWF in the communities where the project takes place.

While the members of BMWF are ready to provide support for projects targeting ex-combatants, they are clearly aware of their own economic needs. They are deferential to the civilian and military hierarchies of MNLF and continue to see themselves as a part of the Muslim movement. However, they also question the ongoing differences in training they receive in traditional skills such as sewing and weaving compared with the training received by the men in their communities.

The success of projects like ELAP require continued cooperation of the women because:

- Women have a comparative advantage in farming skills and running successful agro-businesses since they were the farmers during the long years of conflict. Women were the ones who were farming, managing the households, and fundraising during the conflict years. Therefore, they have the skills to run high yield and high income livelihood activities.
- Women attend meetings and participate in training sessions of ELAP even if the inputs and funds are not directly available for them through the project. When asked, they say that they take the initiative in attending because they recognize the need to be better equipped for their productive activities.

Women in the communities where ELAP reaches have a number of unmet needs. For example:

- Women in the communities where ELAP is directed have an unmet need for livelihood projects and assistance. The BMWF members are voluntarily providing community funds management for the ELAP project. They already notice having to do a lot of work without any remuneration.

They also comment on not having access to quality livelihood training and related inputs like the men in order to increase their productivity and income. While they are most likely to be willing to defer these concerns and needs during the short term of the ELAP project, their livelihoods require attention of donor agencies.

- Women have limited access to the funds that go to the ex-combatants due to the existence of different types of households (extended, polygamous, households maintained by widows) and the consumption priorities of men and women. The income from the project activity of an ex-combatant is unlikely to be sufficient or equitably distributed to his extended family living in the same household. Similarly there are cases where men are married to more than one women and all the wives do not live in the same households. Even if all wives live in one household, one-breadwinner is likely to be insufficient for the livelihood of the whole household. Since these are post-conflict areas, there are many households which are maintained by widows whose husbands were killed in combat. Widowed women farmers who attend the training sessions provided by ELAP are not the recipients of project inputs, although in some cases provisions are made for a few households maintained by widows to participate in the project.

Recommendations for ELAP

ELAP is expanding to the Special Zone for Peace and Development (SZOPAD) as a part of the Special Zone for Accelerated Enterprise Development (SZAED) project. This expansion provides an opportunity to reach out to more women farmers who have a comparative advantage in farming. Moreover, a clear inclusion of women in new ELAP areas can attract further funds from other donors.

Explore Opportunities Within ELAP's New Expansion to Better Include Services for Women Farmers

- Opportunities exist for women in high-value horticultural activities such as vegetables, flowers, ube, high-value potato, fruit tree, plant nursery, baby corn production and mushroom production for cannery, and so forth.
- Nonagricultural, high remuneration livelihood schemes for women can also be supported.

MICROFINANCE ACCESS TO BANKING SERVICES (MABS-M)

One of the three Mindanao-focused microfinance projects under the first results package (RP1) of SO1 is the Microfinance Access to Banking Services in Mindanao (MABS-M). This project aims to increase access of micro and small enterprises and agro-businesses in Mindanao to banking services through rural banks. The four year project, which has recently started, aims to enhance 15-20 rural banks and cooperative rural banks by assisting them to learn and adopt a series of practices that have been developed by successful banks around the world in servicing the microenterprise market. These practices are well known to USAID staff.

Those involved in MABS-M project expect most of the clientele to be women, but the existing clientele of rural banks are at present mostly agricultural cooperatives with mainly male memberships. In

order to guarantee better access to these services for women clientele, a monitoring system needs to be devised for close observation.

Recommendations for MABS-M

Monitor the Accessibility of Microfinance Services to Women Clientele

- Develop adjustment measures (through MABS-M) in case the monitoring process shows the need for fine-tuning the accessibility of microfinance for women.
- While monitoring, use gender-disaggregated data gathering mechanisms, such as community baseline surveys and environmental scans (which have been developed and used by Hublag Bank in gathering data and diagnosing the needs of the rural banks' clientele).

BOX 4 THE EXAMPLE OF THE HUBLAG BANK

Hublag Bank: Hublag is the development finance program of the Gerry Roxas Foundation in Mindanao. It has been operationally self-sufficient since 1995 and hopes to achieve full financial self-sufficiency (currently at 76 percent) in the next few years. At present, Hublag typically lends individuals between 2,000 and 600,000 pesos (US\$60-US\$18,000) and provides a three-day training that includes courses on personal entrepreneurial competency, numeracy as well as an individual baseline surveys.

Most of the borrowers (77 percent) in Hublag's smallest loan group (borrowers of 2,000-30,000 pesos) are women. The typical women borrower is married to an unemployed or poor laborer. However as the loan sizes grow, the percentage of women borrowers declines. At the 4,000 to 80,000 peso loan window, 63 percent of the borrowers are women. The highest two windows (between 30,000 and 200,000 and 200,000 to 600,000) have 35 percent and 0 percent women, respectively. Hublag managers are aware of the graduation problem faced by their women clientele. However, they have no mechanisms to address this issue at this time.

The identification of partner organizations has been difficult for Hublag in Mindanao due to lack of institutional capacity on the part of local NGOs on the island. The institutional capacity of partner institutions will need to be gradually built by Hublag along the way according to Hublag personnel.

GENERAL RECOMMENDATIONS

For the successful incorporation of gender issues into the SO, some general recommendations could be adopted in the short term without major costs.

Develop Tools/Mechanisms for USAID SO1 Staff to Be Able to Better Incorporate Gender Issues (see the attached samples of gender checklists from other agencies)

- Organize, through MABS-M or GEM, a Mindanao Forum for information sharing and perhaps joint planning of strategies of various projects (for example, MABS-M, GEM, WOCCU, SZAED, GTZ, HUBLAG, BRC, MURID, BMWF, and so on) to efficiently reach the various economic sub-sectors of the informal sector with sustainable credit plans and business development services. There are several players in various regions of the island that should understand each other's efforts and perhaps develop some linkages that would benefit and not confound beneficiaries. This Mindanao focused Forum could meet perhaps biannually.
- Tailor gender guidelines for the SO and the individual projects within the SO. These would highlight how to analyze inputs, processes, outputs, and outcomes as they differentially affect men and women. Encourage discussion of the practical application of the gender checklist among a few selected GEM staff (one from each office). Staff could compare notes in how they can utilize the guidelines, discuss where they apply, and tailor them to the needs of their specific projects. Some technical training in how to best incorporate gender concerns into economic analysis would also be advisable to better prepare SO1 staff.

SO2: TRADE AND INVESTMENT IN THE PHILIPPINES

Trade, not aid, is becoming a central message in economic development circles across the globe. Increasingly, trade is being seen as one solution to poverty, whereby identifying the most profitable resources and using their comparative advantage countries can trade their way out of poverty and underdevelopment in a competitive economic environment. As a component of a broad based economic growth strategy, trade liberalization can yield successful results. However, liberal trade policies are not always equitable or sufficient for broad-based economic growth or poverty reduction.

The gender and development literature started with an analysis of the impact of trade liberalization on women in agriculture (Boserup, 1970). Boserup argued that modern technology and cash crops for export purposes benefited men rather than women by creating a productivity gap where women were relegated to the subsistence sector of food production and traditional methods of cultivation.

Since the early 1970s, gender inequality and gender bias have been identified as two important dynamics in the gender and trade literature (Elson, 1995). This recent literature argues that liberalization of trade policy has a differential impact on women and men. There are likely to be disproportionately negative impacts on women than on men, because women are already at a disadvantage to men in the labor market. They have fewer skills and resources to respond to market changes. Women form a disproportionately large portion of the informal sector subcontractors in export industries such as garments, textiles, and electronics and in agriculture.

There are winners and losers as a result of changes in trade policies. Some sectors of the economy and segments of society benefit through the transformation of small and light industries, improved production and productivity, greater investment incentives, and new employment opportunities. Other sectors, small farmers, manufacturers, women wage laborers, and pieceworkers (due to downgrading of piece rates) are some of the losers from adverse effects of trade liberalization.

Therefore, trade policy changes need to be discussed in a participatory fashion where the stakeholders are represented. Currently women and men laborers in the formal and informal sectors are not represented in the trade policy decisionmaking processes. In a country where only 8 percent of formal sector workers are unionized, the need for more participatory decisionmaking structures is pressing.

USAID ON TRADE AND INVESTMENT IN THE PHILIPPINES

The USAID mission's second strategic objective is improving national policies in trade and investment. Success is defined as a national economic policy environment conducive to macroeconomic stability and supportive of sustainable increases in per capita incomes. The main project activities under this objective are policy oriented. Informal employment and trade links are important.

The indicators for this SO are:

- Gross capital formation (ratio of gross domestic capital formation to GDP);
- Openness of the Philippine economy (ratio of exports plus imports to GDP);
- Tax effort indicator (ratio of tax revenues to GDP); and

- Trade protection indicator (effective protection rate, average for all sectors).

These indicators provide very little opportunity to discuss the effects of trade and investment on women workers. Although they are crucial to understanding the changes in the national system of trade and investment, indicators should be developed that measure the effects of trade liberalization on women's lives. Developing more gender-relevant indicators would help achieve this SO more equitably.

The three intermediary results (IR) in this SO are:

- Improving fiscal resource mobilization and allocation;
- Liberalizing trade and investment policies; and
- Improving financial markets.

The SO2 projects that were reviewed for this assessment are:

- Microfinance Policy Improvement Program (MPIP); and
- Accelerating Growth Investment and Liberalization with Equity (AGILE).

MICROFINANCE POLICY IMPROVEMENT PROGRAM (MPIP)

The Microfinance Policy Improvement Program (MPIP) seeks to improve financial markets. The immediate objective of the project is to help rationalize the operations of the government sponsored credit programs, and improve their effectiveness and efficiency in delivering services with technical assistance to the National Credit Council (NCC).

The NCC consists of representatives of ministries and other government agencies and commissions. The mandates of the NCC include rationalization and harmonization of the government credit programs, developing a national credit delivery system, encouraging private sector credit delivery, and defining and rationalizing the role of guarantee programs and agencies. However, the effectiveness of the NCC has been hampered because of a lack of consensus among the organizations represented, and a lack of resources and authority to modify or eliminate programs. The Government of Philippines (GOP) is making an effort to improve the NCC through a series of changes. USAID is providing technical and other assistance needed by the NCC to enable it to carry out certain key elements of its mandate.

Rationalization means the modification, consolidation, or termination of the government credit programs. Currently there are approximately 111 special or directed credit programs financed and/or implemented by 44 government agencies. Total resources of these credit programs are approximately 31 billion pesos (slightly less than US\$1 billion). The interest rates offered by the government credit programs vary widely. Although some of the government credit programs offer subsidized interest rates, others work with market interest rates.

The intended beneficiaries of the government credit programs are rural residents and farmers, operators of small enterprises, the self-employed, women from depressed areas, the poor and the ultra-poor as identified by the GOP. The MPIP project aims to make microfinance policies and the existing government microfinance services more effective so the intended beneficiaries can utilize them better. The

program assumes that through better design and administration, the intended beneficiaries can be reached more effectively.

The typical profile of women beneficiaries of the government programs depend on microenterprises in the informal sector for employment and survival through low-income and low productivity activities such as street vending, buying and selling of vegetables, fruits, dried and fresh fish, snack items, ready to wear clothes, operation of stores, dressmaking, low-tech farming, fishing, poultry, and swine raising.

The MPIP project has high visibility and a political profile. There are many stakeholders involved in the design, administration, distribution of these programs on the supply side and beneficiaries on the demand side. Addressing the inefficiency of some of the government programs is likely to help benefit the intended target populations. However, there are likely to be losers as well as winners as a result of the rationalization of the government credit programs.

The termination and consolidation of the programs will mean the loss of affordable loans for a lot of cooperatives and individual entrepreneurs who are used to receiving these directed funds. The project can help assist the people that are likely losers due to the termination and consolidation of the loan programs through government credit programs by providing them advice on other existing government or private programs.

Recommendations for MPIP

Disaggregate the Data by Gender in Looking at the Beneficiary Profiles of Government Directed Credit Lines

In the process of rationalization of government credit programs, MPIP can help determine the actual beneficiaries versus the intended beneficiaries of these programs. Disaggregating the data on actual beneficiaries by gender can help in the future design and administration of government as well as private credit programs in the Philippines. The gender-disaggregated data on loan sizes, repayment rates, types of economic activities, and the terms of the loans would be useful in designing new programs and in revising old programs.

Present/Inform the Potential ‘Losers’ of Termination/Consolidation of Government Credit Programs of Alternative Government or Private Programs

The termination of some of these programs will effect women micro and small entrepreneurs who have benefited from these programs. Some of the women clientele of the terminated government credit programs may not be aware of alternative credit sources or the procedures and requirements for applying to these programs. NCC could support focused information programs to redirect and reorient the adversely affected beneficiaries to alternative government or private credit sources and present them with alternative financing options.

ACCELERATING GROWTH INVESTMENT AND LIBERALIZATION WITH EQUITY (AGILE)

Accelerating Growth Investment and Liberalization with Equity (AGILE) is a project which aims to continue policy liberalization and increase the level of competition in the Philippines economy through policy analysis, formulation, and advocacy, and special activities such as research and study tours. Among the targeted areas are: agriculture, World Trade Organization (WTO), industrial relations, financial market development, development planning and economic statistics improvement, and fiscal and microenterprise policy.

The project is intended to work with various government and private sector partners based on specific policy areas or issues. Partners are likely to include Department of Finance, the Department of Agriculture, the Department of Transportation and Communication, Department of Trade and Industry, and the National Economic Development Authority.

The AGILE stakeholders are intended to be exporters (especially of nontraditional exports) small, medium, start-up and expansion firms for domestic and export markets, farmers and agriculture related industries, the Philippine labor force and new entrants to the labor force. Women cut across most of the stakeholder categories. They are most likely to be concentrated among microentrepreneurs, agricultural producers, subcontractors, and members of the formal and informal labor force.

AGILE activities may address all real sectors of the Philippines economy including manufacturing, agriculture, trade, transportation, finance and communications. In addition to a steering committee, there will be *ad hoc* committees where the needs and concerns of the stakeholders will be represented.

The AGILE project contract has not been awarded yet. The winning project proposal might focus on a wide range of issues. This project presents an opportunity to better incorporate women as stakeholders with a voice in the economic policy environment of the Philippines.

Recommendations for AGILE

Establish Platforms to Better Integrate Women Stakeholders into Discussions on Growth, Investment, and Liberalization in the Philippines Economy

Women are important stakeholders in the economy. Therefore it is important for their concerns and needs to be heard in the discussion of agricultural policy, WTO technical assistance, development planning and economic statistics improvement, financial market development, and microenterprise policy at all appropriate levels.

In addition to the discussion of issues addressing the concerns and needs of women as stakeholders, it is important to have women representing these issues themselves. Having women representatives might help voice the concerns, needs and contributions of women as stakeholders. Possible representatives could include Lynn MacDonald, the Country Program Director for Asian-American Free Labor Institute (AFFLI); Lucy Lazo, the National Coordinator of Patamaba, the National Network of Home-Based Workers; and Margarita Guerrero, the Director of Industry and Trade Statistics Department of the National Statistics Office.

SO3: REDUCED FERTILITY AND IMPROVED MATERNAL HEALTH

SpO: RAPID INCREASE OF HIV/AIDS PREVENTED

Gender is a socio-cultural construct that defines the roles that men and women assume, and structures social interactions. Gender involves the distribution of power and other resources, and in most societies men have more power and resources than women. However, the specific forms that these differences and inequalities take vary from one society to another. Because gender is socially constructed, the institutional systems, ideology and behavior that express and sustain gender norms can change.

In the context of population and health programs, a gender sensitive approach is one that takes into account the socio-cultural constraints and specific needs of women and men, recognizing that women bear most of the burden of reproduction. More specifically:

- It is client-centered, based on informed choice, and emphasizes individual needs rather than fertility reduction goals;
- It seeks to promote women's empowerment and gender equity;
- It protects and promotes reproductive rights; and
- It addresses both practical and strategic gender needs¹

In the population and health sector it is sometimes assumed that special attention to gender concerns is not required because the preponderance of service providers and recipients are women. And in the Philippines, to a greater extent than in many Asian countries, women serve as heads of NGOs and occupy official positions in government agencies concerned with health and family planning. In applying a gender analysis, however, it is important to examine the politics, social dynamics, and cultural assumptions that influence sexuality, reproduction, health-related behaviors, and the organization and implementation of health and population programs. Several important questions emerge. For example, who sets priorities, particularly in a program that is funded primarily by donors, and based on demographic goals? Can we assume that women in high positions automatically pursue a pro-women agenda? Why are health and family planning volunteers mainly women, while men are considered to be too busy with their paid jobs to volunteer? Why is use of contraceptive methods for men (condoms and vasectomy) so low? How do prevailing attitudes about masculinity, and men's and women's roles and responsibilities contribute to provider biases?

The Philippines has a relatively high fertility rate (4.1 percent in 1991), and a relatively low rate of modern contraceptive use (30 percent in 1996). This is despite Philippine women's relatively high levels of education and economic participation — factors generally believed to contribute to contraceptive use and fertility decline. Yet, within the Philippines, contraceptive use is higher, and fertility and unmet need for contraception are lower among better educated women (unmet need based on the traditional definition: fecund women in union who say they would prefer not to have any more children, or would prefer to postpone their next birth for at least two years, but are not using any method of contraception). Furthermore, even educated women often end up in informal sector jobs that are insecure, not well

¹ Based on the January 7, 1998, draft statement of the Program Implementation Subcommittee of the PHN Center Gender Working Group.

remunerated, and often seen as merely an extension of their housework. In most cases education fails to challenge existing gender stereotypes, and channels women into lower-paid, lower-status occupations. Many women are forced to out-migrate to take on menial jobs for which they are over-qualified. Female labor migrants are isolated from their families, and often subject to abuse as well as poor living and working conditions. These characteristics of education and employment in the Philippines may dilute their potential effect on contraceptive use and fertility. Contraceptive use is also influenced by other factors, including the quality of family planning and reproductive health services, access to accurate information about contraceptive methods, and patterns of ideation and social interaction associated with sexuality and reproduction.

An analysis of gender issues can contribute to the effectiveness of reproductive health programs. Interventions based on an understanding of the gender dynamics underlying risk behaviors, for example, can help to slow the spread of STDs/HIV. Effective use of contraception can be better supported when providers understand how gender roles affect body concepts as well as the complex gender relations within which family planning decisionmaking takes place. Successful strategies to promote male involvement in reproductive health require an understanding of gender identities and dynamics, and cultural expectations for both sexes.

This review is not intended as a comprehensive analysis of gender issues affecting health and family planning in the Philippines. Rather, it is intended to suggest ways in which greater attention to gender concerns might increase the benefits to clients of USAID's assistance in the PHN sector as well as promote greater programmatic success for USAID. In addition, this review highlights USAID/Manila's achievements to date in addressing gender issues through ongoing projects.

USAID'S PHILIPPINES ASSISTANCE PROGRAMS IN POPULATION AND HEALTH

In the health sector, USAID assistance in the Philippines dates from 1952, with funding for malaria control and eradication; support for family planning programs began in 1967. Currently, the Philippines is the third largest recipient of USAID support in population and health (India and Bangladesh are first and second). The major portion of this support goes for public sector family planning services. The Philippine Family Planning Program (PFPP) is almost entirely donor funded, with USAID providing over 80 percent of program funding in 1995.²

USAID/Manila's Strategic Objective 3: Reduced Fertility and Improved Maternal and Child Health (SO3) has three major Intermediate Results. These are: (1) Increased public sector provision of Family Planning/Maternal and Child Health (FP/MCH) services, (2) National systems strengthened to promote and support the FP/MCH program, and (3) Increased private sector provision of contraceptive and FP/MCH services. SO3 covers the period of 1994 to 2000 and is being implemented in collaboration with several Philippine government institutions: the Department of Health (DOH), the Commission on Population (POPCOM), responsible for policy and advocacy, the National Statistics Office (NSO), which conducts family planning and health surveys, and Local Government Units (LGUs), which now have primary responsibility for providing health services, including family planning. In addition, USAID funds several

² This figure does not take into account support provided directly by LGUs, Department of Health regional staff and activities, projects in which family planning is not the main focus, nor expenditures by individuals and families. (Source: USAID/Philippines Office of Population, Health and Nutrition Briefing Book, December 1996).

American and Philippine collaborating agencies, which provide technical assistance to government agencies/LGUs and work with private sector organizations to expand and improve the quality of FP/MCH services.

In keeping with the agency's re-engineering mandate, SO3 (and SpO, described below) has been carefully designed with reference to a set of specific, measurable results; considerable effort has gone into the development of outcome indicators, with disbursements of funds tied to the achievement of benchmarks related to these indicators. The SO3 indicators include Total Fertility Rate (TFR), Infant Mortality Rate (IMR), Maternal Mortality Ratio (MMR), Contraceptive Prevalence Rate (CPR), CPR for modern methods, percentage of births in high risk groups, percentage of children fully immunized, percentage of women immunized against tetanus, percentage of children receiving vitamin A supplements, increases in modern method couple years of protection (CYP)³ from public sector sources, numbers of LGUs enrolled, achieving annual benchmarks, and allocating funds for FP/MCH/Population and nutrition, DOH assuming operational responsibility for FP program support functions, DOH allocating budget for FP services, releasing grants for LGU programs, DOH reviewing and approving PFPP strategy (with POPCOM), establishment of competency-based training in LGUs, and increased percentage of FP services provided by private sector (including NGOs).

The Special Objective — Rapid Increase of HIV/AIDS Prevented (SpO) has a single indicator at the SO level: HIV seroprevalence rates among registered female commercial sex workers (RFCSWs) in HIV sentinel surveillance sites remains <3 percent in 2000. The single Intermediate Result: Knowledge attitudes and practices (KAP) to prevent STD/HIV/AIDS infection among high risk groups increased, includes several groups defined as "high risk" (registered and freelance female sex workers, men who have sex with men, and injecting drug users). A variety of KAP indicators are being measured through national surveys and surveys of "sentinel" groups in several cities.

SO3 AND HIV/AIDS SPO SUCCESSES IN ADDRESSING GENDER

USAID/Manila's Strategic Objective 3 and its HIV/AIDS Special Objective are addressing gender concerns through a variety of activities aimed at strengthening provision of family planning, HIV/AIDS prevention (and to a more limited extent MCH) information and services in the public, private commercial and NGO sectors.

Reproductive Choice

The strengthening of decentralized public sector and private sector family planning services is potentially very important, given the tendency of religious institutions to make access to contraception a political issue. The ongoing efforts to curtail women's reproductive autonomy by limiting their access to contraception seem to be moderately effective in keeping the use of modern contraceptives at a lower level than might be expected based on other social and programmatic indicators. As the adequacy of public sector services is vulnerable to political maneuverings, building up high quality, affordable family planning services in the private sector and local government units is essential for ensuring women the ability to

³ Couple years of protection is calculated by assigning points for each contraceptive method provided, using data on average continuation rates to modify assumptions about duration of protection from pregnancy that each method theoretically provides.

control their own fertility. USAID has recognized, and is responding to, the opportunities provided by devolution of responsibility for health services to LGUs.

Quality of Services/“Customer” Orientation

USAID-supported family planning interventions are helping to improve several aspects of quality: choice of methods, information, technical competence, continuity, and the interpersonal dimension of family planning service provision. A strong emphasis on quality is essential if family planning programs are to address gender concerns. USAID/Manila and its Cooperating Agencies (CAs) (for example, MSH and AVSC) have developed effective mechanisms for working directly with LGUs to improve the quality of services and to track progress in improving service quality. In addition, USAID and CAs are working at the national level to improve the ability of DOH to support LGUs. The JSI private midwives project teaches the midwives that their economic viability as private health care providers is linked to their ability to provide high quality, client-oriented services, a message to which they seem to be very receptive. A midwife who had previously worked in the public sector told us, “We didn’t have to treat clients well; we didn’t tell them about the [potential] side effects [of contraceptives] — we didn’t know what quality was.” She proudly described how her clients appreciated the time she spent explaining and talking with them, and how they preferred her services to the public sector even though they had to pay.

Women’s Time Constraints

USAID-supported programs are helping to meet the reproductive health needs of working women, many of whom cannot easily avail themselves of services in public sector clinics because these clinics are open only during normal business hours. Women’s economic participation in the Philippines is high, especially when informal sector work and unpaid labor in family businesses as well as formal sector jobs are considered. At the same time, because of gender norms women also do most of the housework and child care. The “double” or even “triple” day syndrome often limits the time that women have for seeking reproductive health care. USAID’s private midwives project makes family planning services more accessible for working women because the midwives typically set up clinics attached to, or near, their homes. They are often willing to spend long hours and even see clients at night and on weekends. The factory-based programs bring family planning services to the workplace, thus offering services to women who may work 12-hour, 6 day a week shifts and have long commutes, leaving barely enough time to sleep. In addition, USAID is supporting the development of entertaining educational programs on family planning, reproductive health, child health, and even gender issues, which are provided on factory shuttle buses, to meet women’s and men’s health and family planning information needs.

Women’s Professional Status

Another gender issue in the Philippines is that men’s work is typically accorded higher status than women’s, and is often better remunerated. USAID is supporting training to increase the technical competence of family planning service providers in public sector clinics at the LGU level, most of whom are women. The JSI private midwives initiative is contributing to women’s professional status and image as well as helping professional midwives to raise their incomes. This is affecting their standing in the community, as well as relationships within the family. Husbands and extended families pitch in to help make the private clinics a success and to relieve the midwives of household burdens.

Flexible Strategies that Enable Private Midwives, and the NGOs that Support Them, to Improve Their Economic Viability

In the private midwives project, NGOs (FPOP), and participating midwives are creatively combining family planning with other services and products, from ear piercing to liniments, Tupperware, and even appliances, in order to stay afloat economically. Midwives find customers for other products within their network of family planning and health clients, and health/family planning clients among their customers, and clients seem to appreciate the opportunity for “one stop shopping.”

High-Quality Research, IEC, and Policy Dialogue on Emerging Gender Issues

Through the Population Council operations research (ORTA) project and the FHI Women’s Studies Project (WSP), USAID is supporting high quality research and policy dialogue on emerging gender issues in the population and health sector, such as violence against women, male responsibility, and integration of RTIs/STD services into FP/MCH clinics. Both projects have been using qualitative methodologies, and have drawn on staff and collaborator expertise and interest in gender issues to produce research findings that help place reproduction and family planning in their social contexts, going well beyond conventional demographic and family planning program research concerned with increasing use of contraception. The WSP broadened its perspective by holding extensive consultations with local women’s groups and gender experts. Both projects are analyzing the policy implications of their research findings, and are organizing policy dialogues to encourage application of their results.

The Population Council ORTA Project, with assistance from the Georgetown IRH, has launched a pilot project in collaboration with a local NGO involved in land reform to promote men’s awareness and involvement in reproductive health. The training and IEC interventions are solidly grounded in baseline research, which included topics such as communication between spouses, gender roles and responsibilities, and domestic violence.

Empowerment of the Sexually Exploited

The SpO projects with PATH and organizations such as REACH OUT, Kabalikat and Bidlisiw, using innovative strategies such as peer counseling, are working to reduce the vulnerability of exploited women and men working in the commercial sex “industry,” by teaching safe sex/condom use. To be effective in this work, USAID is working with community-based organizations who employ staff and volunteers from the exploited groups (thus providing some alternative sources of income and identity). The staff and volunteers in these projects tend to be very compassionate and sensitive to the gender and power relations that drive women, men and, increasingly, children into commercial sex. The interventions include teaching of negotiation skills and simple tricks for “sex workers” to use with their clients. By analyzing the power relationships involved in the sex industry, the organizations working in HIV/AIDS prevention have also realized that it is necessary to work as well with pimps and owners/managers of the commercial establishments that profit from the prostitution industry, and are developing strategies to this end.

GENDER CONSTRAINTS TO SO3 AND SpO EFFECTIVENESS

Program effectiveness is constrained in various ways by religious institutions, gender biases in the organization of economic and educational opportunities, and norms influencing interpersonal relationships

and men's and women's self-perceptions. Gender biases are woven through the social fabric and they influence health-related behaviors and health services.

Gender Stereotypes

Gender stereotypes affect the structure and implementation of the health and family planning programs with which USAID works. For example, virtually all of the large numbers of community-based volunteers working in health and family planning are women. Despite their multiple roles as breadwinners and home-makers, women are assumed to have the time to work as volunteers. Those we interviewed said that they do it out of a sense of obligation, a desire to do valuable work in the community, and to have contact with officials and even foreign visitors, since their public roles are otherwise relatively restricted. Community health volunteer work has been defined as something properly done by women. Asked to explain why men rarely work as community-level volunteers in health and family planning, program implementers and women who work as volunteers tend to say that this is because the men are "too busy earning a living." Information, Education and Communication (IEC) campaigns, because they build on familiar, socially accepted images, can unintentionally reinforce gender stereotypes. For example, a family planning logo developed with USAID support shows a diminutive little sister looking down and balancing precariously on tiptoes behind her exuberant (and comparatively huge) brother, whose arm juts triumphantly forward.

The Filipino Family

Studies of the family describe a continuing adherence to the image of the male breadwinner and family head, who has ultimate decisionmaking authority, and whose role is to provide economic support and represent the family in political and civic matters. This is despite the fact that women are often highly educated and economically active, both in the formal economy and as unpaid laborers in family businesses and farms. Often income-generating work of women — running a shop, itinerant vending, or processing and marketing fish and agricultural products is not viewed as real work. It is just something on the side, an extension of women's reproductive roles. The wife is responsible for housework and child care, and is expected to maintain the harmony and social image of the family, even when this means silently enduring physical violence or sexual coercion. Cultural expectations and underlying power relations induce women to sacrifice their own well-being to that of the family, in extreme cases even to the point of engaging in prostitution to provide for their children, parents, and/or siblings.

Male Involvement and Responsibility

Research and programmatic experience show that the responsibility for reproductive health and children's health care in general falls on women. The existence of female volunteer workers, who mainly communicate with women, reinforces the perception that this is part of women's natural role. If men are to take more responsibility for family planning, then the popular image of contraceptive methods for men needs to be improved, and incorrect, negative information about vasectomy and condoms addressed. With fear of offending conservative policymakers limiting mass media advertising, and community-based family planning information transmitted mainly to women by women, this will be a daunting task. IEC initiatives to promote male involvement in reproductive health, particularly when the main focus is family planning, should be preceded by, and based upon, a careful analysis of gender dynamics to avoid unintentionally encouraging exclusive male authority over reproduction.

Religious Groups

Religious groups continue to constrain family planning and HIV/AIDS prevention program efforts and, more broadly, women's reproductive health and rights, in both direct and indirect ways. Self-censorship, based on fear of offending religious groups and conservative policymakers, and undermining political support for health and family planning programs, limits mass media education efforts. At the same time, misinformation, believed to be spread intentionally by some groups, contributes to fear of dangerous side effects from contraceptive methods as well as other important health procedures (for example, the campaign against immunization vaccines a few years ago because they were thought to sterilize women). USAID might explore new ways to support local organizations working for women's reproductive rights, as well as with church groups which are not opposed to modern contraception.

Narrow Definition of Reproductive Health

Because of the way health and family planning programs have been traditionally defined and organized, some important reproductive health issues are virtually invisible, and are inadequately addressed in public sector services. This is particularly true of issues such as RTIs/STDs, and violence against women, about which women and families are generally silent, out of shame and desire to uphold the social image of the family. This silence contributes to a perception among reproductive health care providers that these are not important problems. In addition, their training does not equip providers to respond to such problems.

Low Priority Given to Reproductive Health by LGU Decisionmakers

Health, family planning, and social services were not identified as priorities in a survey of LGU decisionmakers commissioned by POPCOM. Poverty, low incomes and unemployment were the most frequently cited problems, according to USAID/OPHN. It may be that when responsibility for health and other programs devolved to LGUs, women's role in setting priorities diminished because of men's dominance in local governance and formal/elected decisionmaking posts. Building on the survey results, USAID is supporting a POPCOM population planning/advocacy activity, in which region-specific models are developed to show the economic benefits of controlling fertility.

The Commercial Sex Industry

The 1997 assessment commissioned by USAID of its Special Objective to prevent the rapid increase of HIV/AIDS concludes that, "In general, PATH and the implementing NGOs have done an excellent job in developing new institutional capacities to reach high-risk individuals about STD/HIV/AIDS prevention." The assessment also points out some of the barriers faced in this effort, several of which involve gender issues, and suggests that additional prevention strategies may be needed. One problem is that children are increasingly being forced into sex work. This is apparently because of increased demand for child prostitutes among male clients, who reason that children will have had less sexual exposure than older prostitutes and are less likely to infect their clients with AIDS. Children under 18 are usually refused services in social hygiene clinics. They typically have less autonomy than older prostitutes; they have special needs, and may have difficulty relating to the IEC messages designed for older prostitutes. Research and pilot projects are needed to better understand and serve this group.

The USAID assessment also mentions environmental factors promoting risk behavior among target groups. These include failure of those who profit from the commercial sex worker industry, such as sex establishment owners and managers and pimps to promote condom use by clients, failure of the establishments and the police to protect commercial sex workers against abusive clients, failure of the legal system to suppress child sex work, failure of officials to monitor and take sanctions against these establishments when Social Hygiene Clinic data show high levels of STDs, and poor quality of services and lack of drugs for STD treatment in the clinics.

Another important constraint impeding a greater effort to address gender concerns in SO3 and the SpO is organizational. OPHN/Manila staff are over-stretched. Including additional activities to address gender concerns in their current and future portfolio, such as the development, testing, and institutionalization of gender-sensitive indicators, may require a substantial time investment, which could increase the management burden on USAID/Manila.

Recommendations

The main recommendations are intended for consideration in the strategic planning that will begin in 1998, for future population and health assistance in the Philippines.

- Frame the strategic objective(s) in terms of improved reproductive health, with reducing unintended pregnancies as one sub-objective;
- Employ client-centered, gender-sensitive outcome measures; and
- Consult and interact with a wide spectrum of women's organizations concerned with women's reproductive health and rights.

A new framework (a revised strategic objective) stressing improved reproductive health rather than reduction of fertility or population growth rates would better reflect ongoing project activities as well as harmonize USAID/Manila's approaches with those articulated by POPCOM, the DOH, and USAID/Washington. It would also allow more common ground with women's organizations working to promote reproductive health and rights. It would contribute to the effectiveness and sustainability of USAID assistance in population and health in the Philippines. Most, if not all, of the activities currently being supported under SO3 would fit within the alternative framework.

POPCOM

POPCOM's new *Directional Plan* of the Philippine Population Management Program (PPMP), links "achieving a balance among population growth, resources and environment" to the Philippine government goal of improving quality of life. The following are among the specific objectives set out:

- To fully integrate population concerns into the socio-economic development efforts and evolve people-centered development policies, plans and programs;

- To improve the overall status of women and enable them to gain equal rights, control, and access to resources and opportunities;
- To address adolescent health and development issues and prepare them for responsible adulthood; and
- To help couples and individuals meet their reproductive goals in a framework that promotes overall health, responsibility and well-being.

Increasing contraceptive use is not stated as an objective.

Within the larger PPMP framework articulated in the *Directional Plan*, POPCOM has developed a “Gender Responsive Population Policy Framework with Reproductive Health Perspective.” Although it has not yet been formally adopted by POPCOM’s board, the reproductive health perspective framework has been extensively vetted within the organization and in POPCOM’s Interagency Advisory Committee (established through a Ford Foundation-supported project, “*Strengthening the Formulation, Coordination, and Implementation of Gender-Aware Population and Reproductive Health Policies and Programs*”). It is consistent with the United Nations documents to which the Philippines and the United States are signatories (specifically, those signed at the 1994 International Conference on Population and Development [ICPD] in Cairo and the 1995 World Conference on Women in Beijing), as well as with national laws.

DOH

The stated goal of the *Philippine Family Planning Strategy* (PFPS) issued by the DOH is to “provide universal access to family planning information and services whenever and wherever these are needed to contribute to the improvement of the health of women and children”, rather than reducing fertility, and its objectives include to “reduce unmet need for contraception” rather than increasing the use of contraception.

The DOH PFPS (p. 16) states “As a signatory to the Program of action of the ICPD, the Philippines is committed to operationalizing the consensus arrived at in Cairo. This means changes in population policies, from an emphasis on demographic targets to the adoption of population policies responsive to the reproductive health needs of the population. A reproductive health approach to family planning is thus among the most important strategic issues that need to be considered. An important first step is to have the family planning program subsumed under a reproductive health framework that, in turn, is subsumed under overall health considerations. A central rationale is that a reproductive health approach is not only potentially cost-effective, but also a more responsive way of enhancing the contribution of family planning to the reduction of reproductive morbidities and the attainment of reproductive intentions.”

In view of the DOH’s, and POPCOM’s, commitment to a reproductive health approach, reframing USAID assistance in terms of reproductive health rather than fertility reduction should be advantageous from the point of view of program sustainability. It could also advance USAID’s development assistance agenda by helping to bridge the gap between USAID and local women’s groups that organize and advocate in support of women’s reproductive rights and health, groups with which there exist large areas of mutual interest, and potential for constructive collaboration.

If USAID rearticulated its health and family planning assistance program in a reproductive health framework, it would allow the Mission to more accurately reflect the depth and breadth of its ongoing programs as well as expand its initiatives in keeping with the POPCOM and the DOH approaches in the

Philippines. However, a broader set of indicators of program success will be needed. Measures such as CYP, when used as a performance indicator, are limiting because they measure only the quantity of different types of contraceptives distributed and place a higher value on the most long-acting contraceptives, regardless of client need and contextual factors.⁴ There is increasing consensus that fertility and contraceptive targets, and biases for and against particular contraceptive methods (such as those implicit in the CYP measure), limit informed choice and hinder efforts to improve quality in family planning programs.

Indeed, the need for alternative indicators to such measures as CYP is not confined to the Philippines program, but is agency-wide, and so far there is no agreement about what alternative indicators would be appropriate, and would support results-oriented programming. One potential source of assistance in addressing the issue of developing alternative indicators is the *Gender Working Group* of the USAID Center for Population, Health and Nutrition and its cooperating agencies. This group is reviewing work done by other agencies on indicators for reproductive health program evaluation, and plans to compile and recommend a set of indicators for USAID/PHN programs. G/WID and its various technical support mechanisms can also be accessed to provide assistance. The Measure Project and the Population Council ORTA Project could also provide assistance in developing and testing client-centered indicators of success. The attached statement of the *Working Group on Reproductive Health and Family Planning*, chaired by the Population Council and the Health and Development Policy Project, also offers guidance for measuring individual-level outcomes of family planning programs.

Women's groups could be brought into the processes of reframing the program and developing new outcome indicators by inviting them to participate in an advisory committee. Specific meetings could be organized on topics such as contraceptive technologies, at which groups opposed to some contraceptive methods on the grounds of safety could air their views and talk with experts about the scientific evidence regarding safety, as well as the conditions under which contraceptives are being provided by public sector agencies and NGOs. The Population Council has organized such meetings with feminist organizations in India. The World Health Organization's Human Reproduction Programme has also played a lead role in establishing a dialogue with women's health networks in Asia (including the Philippines) and could also be used to develop linkages with these groups. Both have been successful in opening a dialogue between family planning donors/providers and women's groups, groups which, at times, have been harsh critics of the national family planning program and the role of foreign donors in it. The call for greater transparency in foreign assistance programs by women's health advocacy organizations and others could be responded to through consultative meetings. Small amounts of funding could be made available to such groups for research on gender issues, and documentation of alternative models for provision of reproductive health, including HIV/AIDS prevention programs. There is a sense among many of these organizations working

⁴ Hull, Valerie J. 1996. "Improving Quality of Care in Family Planning: How Far Have We Come?" Regional Working Papers No. 5. Jakarta, Indonesia: The Population Council.

Murphy, Elaine. 1997. "Client-Provider Interactions (CPI) in Family Planning Services: Guidance from Research and Program Experience." Prepared for the MAQ/CPI Committee, USAID Office of Population. (Attached)

Jain, Anrudh and Judith Bruce. 1994. "A Reproductive Health Approach to the Objectives and Assessment of Family Planning Programs." In Sen et al., eds. *Population Policies Reconsidered*. Boston: Harvard School of Public Health. (Attached)

Working Group on Reproductive Health and Family Planning. 1997. "The Need to Assess Family Planning Programs in a Manner Consistent with the Reproductive Health Approach." Statement of a technical sub-group of the Working Group on Reproductive Health and Family Planning, chaired by the Population Council and Health and Development Policy Project. (Attached)

in reproductive health at the grassroots level, that their work, and the insights generated from it, are being ignored by the larger donor community.

The following additional recommendations could be addressed on a modest scale within the SO3 and SpO frameworks, and expanded in the future.

Expand and Document Successes in Addressing Gender Concerns

Continue to expand the successful initiatives to build up reproductive health services in the private sector. Undertake operations research studies to document the effects of the private midwives and the factory-based programs, from a gender perspective, on: the private midwives professional standing, their earnings, and their roles and status in the family and community, on working women's access to reproductive health services, and on quality of services. Such documentation could be useful both to maximize the benefits to women as the programs expand, and as a model for other countries.

Create Mechanisms to Review Family Planning IEC Strategies, Activities, and Products from a Gender Perspective, and Ensure that Approaches Meet Women's Needs

A gender-sensitive IEC approach would present family planning as a component of reproductive health. It would emphasize provision of information to enable individuals to realize their individual reproductive intentions. This, in turn, would support USAID/Manila's and the Agency's broader goals better than a demographically-oriented approach, and might well be much more acceptable, given the socio-political climate. The messages encouraging male responsibility should be carefully designed and tested so that deciding on behalf of the wife, or directing or persuading the wife to use a particular method will not be construed as responsible behavior. The *DOH Local Government Unit Family Planning IEC Strategy*, developed with support from USAID/PCS contains many useful ideas for disseminating information and promoting positive behaviors to affect reproductive health. However, in some cases the ideas are presented as tools for getting people to use contraception, rather than for promoting reproductive health and choice.

Intensively Promote Men's Responsibility in Reproductive Health

This should focus in particular on two areas: men's role in STD transmission, and use of contraceptive methods for men. We recommend intensive efforts to promote use of male contraception so that the increasing program emphasis on male involvement can result in greater use of contraceptive methods for men. The popular image of vasectomy and condoms needs to be improved, and incorrect, negative information about these methods addressed. Considerable effort will be needed to reduce provider biases against male methods and increase access to vasectomy procedures, as well as to create more demand for vasectomy and condoms. Successful demand creation will require IEC strategies based on a sophisticated understanding of the psychology of male identity and sexuality, for which formative research will be needed. Pilot projects to test alternative interpersonal communication will be needed to supplement mass media advertising. Since most community-based family planning and health volunteers are women, who mainly interact with other women, approaches such as group meetings and education at the workplace might prove to be more effective for reaching men. The women volunteers could work simultaneously to provide correct information about male contraception to women, and to raise women's consciousness

regarding the gender biases that inhibit male responsibility for family planning and reproductive health. However, all interventions should be based on an initial gender analysis.

Document, and Consider Pilot Testing, Alternative Interventions for STD/AIDS Prevention and Treatment, and for Cross-Sectoral Collaboration

This should include interventions to address some of the so-called “environmental factors” that contribute to risk behavior. To address these factors it may be necessary to go beyond the present paradigm which focuses on promoting safe sex practices and describes prostitution as “work” rather than exploitation and violation of human rights. Alternative approaches will be particularly important for addressing the growing problem of child prostitution. Successful models may already exist in the Philippines. WEDPRO, for example, is the secretariat of a seven-member network of organizations working against sex trafficking. Their activities and pilot projects include various combinations of social services, consciousness raising, training and support for alternative livelihoods, research and legal advocacy.

Support Integration of STD Information, Diagnosis, and Treatment Into Public Sector and NGO Reproductive Health Services; Help Health Service Providers to Recognize and Assist Victims of Domestic Violence

In the public sector, the relegation of STD services to separate Social Welfare Clinics perpetuates stigmatization of individuals with STDs and discourages people from seeking treatment for RTIs/STDs. USAID could fund technical assistance to more effectively incorporate these topics into the training of health and family planning service providers at all levels, and to encourage greater integration of services.

Continue and Expand Qualitative Research and Pilot Projects Related to Gender Issues

This would include issues such as sexuality and reproductive decision-making; women’s perspectives on various aspects of reproductive health, and health and family planning programs; men’s and women’s knowledge, beliefs and behavior related to RTIs and STDs; integrating RTI/STD services into reproductive health/family planning programs; reproductive health needs of adolescents; models for post-abortion care; violence within the family; supporting victims of violence through reproductive health programs; and inter-sectoral collaboration to combat violence against women.

SO4: ENHANCED MANAGEMENT OF RENEWABLE NATURAL RESOURCES

BUILDING SUSTAINABLE MANAGEMENT PLANS

The Coastal Resource Management Program (CRMP) (IR1) and Natural Resource Management Program (NRMP) (IR2) aim to promote and institutionalize the sustainable use of the Philippine's forest and coastal resources so that such practices endure long beyond the end of the programs. The programs are establishing community-based management systems to accomplish this objective.

Experience around the world has shown that effective community-based resource management systems involve communities and ensure that they benefit from the wise use of natural resources. The underlying thinking of this project assumes that the increase in the number of people participating in community-based management of coastal and forestry resources will contribute to the strategic spread of natural resource management (NRM) and the empowerment of communities.

How the resource management systems are built will determine, to a great extent, whether the communities continue to use them after the programs end. These new management systems will require that people use their resources and share power in new ways. These changes are often resisted. Broad public support and understanding are arguably the most effective tools to overcome this resistance. For this reason, both the NRMP and CRMP endeavor to design management plans through broadly participative processes.

The NRMP and CRMP involve the resource users in all phases of management, from identifying the available resources to designing and implementing plans to manage them. Key steps in this process are:

- Building the capacity of communities to catalog and monitor their resources (so they know what resources they have, how they are used, and how the community's actions affect the resources). For example, the CRMP typically begins work in a community through assisting the community to conduct Participatory Coastal Resource Assessments (PCRAs). In a PCRA, many people in the community map what resources exist and how they are used. The NRMP conducts similar activities with communities.
- Working with communities to design and implement management plans which ensure the resources are used sustainably, so the resources continue to meet the needs of the community. Participatory approaches are used to build a sense of ownership and commitment so the community sticks to its plan and doesn't revert to unsustainable uses. For example, the NRMP program helps the Philippines implement the new Community Based Forest Management Area (CBFMA) program. To participate in the CBFMA program, a community must organize a People's Organization (PO) to manage the CBFMA. The NRMP and Department of Environment and Natural Resources (DENR) work closely with the PO to develop the PO's ability to assess the resources in the CBFMA, then design a management plan. The PO commits to the plan, which may designate areas for timber or ratan harvest, reforestation, agricultural use, reforestation nursery, etc. The DENR provides technical assistance to the PO and monitors how well it follows the plan.

CRMP is beginning to train communities and Local Government Units (LGUs) to use participatory methods to design Integrated Management (IM) plans.

- Building the capacity and interest in communities to influence LGUs and regulators to support community efforts to manage their resources (so LGUs, regulators and powerful interests don't undermine CBM to maintain control of resources). The CRMP and NRMP foster working relationships between local groups and LGUs and the DENR. For example, CRMP links the Bantay Dagat groups (community Ocean Watch groups that monitor illegal fishing) with LGUs and the Coast Guard; NRMP assists POs to work closely with DENR Community Environment and Natural Resource Officers.
- Building the understanding and capacity of LGUs and regulators to support the community-based resource management (to ensure CBM plans are politically sustainable). The CRMP works with LGUs to build their ability and interest in designing Integrated Management Plans. NRMP similarly assists LGUs to develop plans to work with CBFMA and the managing POs.
- Working with national and local governments to establish needed laws and regulations to ensure the CBM plans can be enforced. The NRMP has played a key role in developing national regulations to implement the CBFMA system, such as lifting restrictions on how POs market forest products. The CRMP helps communities to pass ordinances establishing fish sanctuaries.
- Promoting greater public awareness and understanding of environmental issues, sustainable resource use, and the NRMP and CRMP. Both the CRMP and NRMP have active and effective IEC components. They work with various media (comic books, school teaching material, radio, and TV) and groups (such as teachers, students, fishers, POs, and the general public) to educate people about the environment and to create broad support and understanding for community-based resource management and sustainable resource use.

The NRMP and CRMP recognize that these steps are essential if a claim is to be made that a kilometer of shoreline or hectare of forest is being *managed* (as opposed to temporarily *used*) sustainably. The indicators for both IRs measure progress in terms of kilometers of shore line and hectares of forest sustainably managed.

NRMP and CRMP support other activities as well, including promoting alternative livelihood programs. The CRMP livelihood programs aim to decrease the number of fishers by helping fishers earn a living from another source. NRMP seeks to maximize the value of the forest harvests to ensure communities value the forests, and to develop non-forest products income opportunities to decrease dependence on extractive forest uses.

GENDER ASPECTS OF NRMP AND CRMP

There are three broad gender issues relevant to the NRMP and CRMP: men and women tend to use the resources differently; men have more decisionmaking authority than women; and women tend to receive fewer of the financial and other benefits of the programs and community organizations. Most of the gender concerns in these programs must be addressed at the community level.

By addressing these gender issues more effectively and consistently, NRMP and CRMP will:

- Increase the effectiveness of the management plans that communities develop, by ensuring all uses of the resources are considered in the management plan;
- Promote as broad support in the community as possible for sustainable management practices by managing the resources to meet the needs of all resource users;
- Ensure the alternative livelihood activities promoted in the programs are equitable and meet women's needs as well as men's by providing equitable access to the programs for men and women; and
- Increase the number of people who want the LGUs and the DENR to support the sustainable community-based management plans, thereby increasing the long-run sustainability of the management systems.

An added benefit of addressing the gender concerns in the program is that the programs then promote a more equitable distribution of resources and power within communities. Numerous studies have shown that improving women's economic position in communities contributes significantly to lower fertility rates. Arguably, the greatest pressure on Philippine resources is population growth. Thus by addressing gender concerns, CRMP and NRMP can likewise address the primary constraint in the Philippines to using resources sustainably.

Issue 1: Women and Men Tend to Use Resources in Different Ways

Program Impact #1

Different uses can be mutually exclusive, or may compete for time and capital. The initial resource assessment and future monitoring should measure these differences to adequately and describe how the resources are being used. Management plans should reflect all uses of the resource to promote sustainable resource use.

While both sexes do nearly all jobs associated with the forest, men and women tend to use the forests and land differently. In Isabela and with the Dumagats in Nueva Ecija, women tend to be more involved in reforestation and farming while men do the large majority of the timber and ratan harvesting and processing. In upland communities in the Cordillera, men tend to grow coffee and ratan and harvest timber, and women tend to grow vegetables and flowers for cutting.

The large majority of fishers are men but the gleaning is done mostly by women. However, both genders apparently do most other activities which use coastal resources, such as collecting mangrove wood

and shells (although women make most of the crafts with the shells). In some places women market the fish, in other places the men market them. CRMP has noted these differences in some initial assessments, such as Palawan, but not in all.

Implications

Initial resource assessments should explicitly determine how resources are used to ensure management plans reflect actual resource use.

Program Impact #2

Women and men generally want different results for the POs which implement the management plans. Women are far more likely to support management plans which reflect how they use the resource.

While the details vary from place to place, in every community visited, women and men said they wanted different things from the PO and the resources. Women and men agreed that they wanted the PO to help them improve their livelihood, but in different ways. The Dumagat women in Nueva Ecija would like the PO to establish irrigation so they can increase their income from agriculture and decrease their dependence on extractive uses of the forest. In some communities women want the PO to provide child care as well so they can participate more in economic activities such as reforestation.

The women of Batasan Island said that their main objective for the PO is that it give women more influence on decisionmaking in the barangay meetings (details in Success Stories). The men want the PO to help stop illegal fishing and promote harmonious living and peace in the community. Management plans for the CBFMA and the use of PO resources which meet the needs and interests of both the women and the men will foster broad community support for how the PO manages the resources.

Implications

To ensure that both women and men support the resource management plans, the plans should reflect how women want to use resources. The management plans are developed by the POs, and supported by the LGUs. The success of a plan depends on how much the community supports the PO and recognizes its authority. Thus the plans are much more likely to be successful if the PO meets the needs of all the members, both men and women. This may require that the PO provide services, such as child care, to enable its members to benefit equitably from PO activities.

Issue 2: Men Have More Decisionmaking Authority than Women

Program Impact #1

Sustainable management plans need broad community support to survive. However, men continue to make most decisions about how to implement the management plans. Women are far more likely to continue to support the plans if men in authority implement the parts of the plans which support women's needs. Although women head some POs, men hold authority in most POs, LGUs, and in the DENR. In Barangay Tinotok on the Sarangani Bay, the women asked the PO Board to support separate livelihood

programs for the women, because they were not benefitting from the men's livelihood programs. However, the DENR will only support one livelihood program in the village, and it must include both men and women. The men are not sure what to do about this situation. Both men and women are on the PO board. However, in the PO meeting with the DENR attended by WID staff, the women prepared the food while the men talked with the DENR.

Most barangay captains, council members, and LGU officials are men. Thus, men are making most coastal management decisions. Such systems generally represent the needs of women only when an explicit effort to do so is made. The strongly participatory process which the CRMP and NRMP use to devise CBM plans is essential to overcome the expected gender biases of these predominantly male decisionmaking systems. The training programs can also increase the likelihood that women's needs will be considered in the planning.

Implications

It is not enough to identify how women use resources and to address women's needs in the management plans. Women's needs will only be met when these parts of the plans are implemented. Women should be more involved in decisionmaking and share positions of authority which implement the plans. However, since men are likely to hold most positions of authority, they should ensure that the aspects of plans which meet women's needs are implemented.

Issue 3: Women Receive Fewer Financial and Other Benefits of the Programs and Community Organizations

Program Impact #1

POs provide benefits to members. Women are far more likely to support the management systems and POs if they receive an equitable share of these benefits. POs provide many benefits to members. For example, many POs make loans to members, but many POs register the male head of the household as the member. If the PO lends to the head of the household, more men than women will receive loans. POs which manage CBFMA pay members for forest-related jobs, such as reforestation, tending the tree/ratan nursery, lumbering, tree/ratan processing, etc. Many of these are traditionally male jobs, so more men receive high-paying jobs than women. Women and men both tend to work in plant nurseries. The DENR pays men and women to reforest. The DENR and NRMP provide training in CBFMA skills to PO members. Much of the training is provided to predominantly or exclusively men. This ensures that women continue to participate less in future work and decisionmaking in managing the CBFMA.

Implications

To maintain women's support for the management plans and the POs, the POs should ensure that women and men members have equal access to PO resources and benefits. Also, if the resource management system increases the disparity between men and women economically or socially, it is difficult to claim that the system is sustainable. Sustainable management systems must be ecologically, economically, and socially sustainable (Steer and Lutz, 1994).

Program Impact #2

POs in CBFMAs can grant control of land to individuals through individual certificates of stewardship (ICSs). POs can issue ICSs to members for small plots of land, generally the land they presently live on and/or use for farming or garden plots. ICSs were previously registered in the name of husbands alone. This potentially excluded the wife from receiving the benefits of the land, such as: use of the ICS as collateral; proceeds from selling the ICS; decisions of how to use the land; etc. Recently the law was changed and the certificates now must be registered in the name of both spouses, retroactively. This ensures that women have equal ownership of the land.

It is not clear, however, how well this law is being implemented. DENR and NRMP staff reported that in some regions or communities the law has not been applied retroactively, and some communities may still register certificates only in the husband's name. Also, staff from the NRMP, the DENR WID group, and the DENR CBFM group thought that more single men than single women are given individual certificates of stewardship. This unequal distribution of title to land further institutionalizes an unequal distribution of power in the community and limits women's access and control of resources.

Implications

Ensuring that women have the same access to ICSs as men does three things:

- It greatly increases the benefit of the forest management systems to women and thus increases the likelihood that the systems will continue in the future;
- It enables women to benefit from conserving the land, and thus provides incentives to use the land sustainably; and
- It makes the system much more equitable.

Program Impact #3

Livelihood projects that POs establish may favor men, or not be economically viable for women. In many coastal communities, the women market the fish which the men catch. Many livelihood programs in CRMP are intended to maintain fishers' income while decreasing the amount of fish they catch — a reasonable strategy to decrease overfishing. This will decrease the amount of fish for women to market, and women's economic role in the community may decrease relative to men's. Changing who receives income in the family can also greatly affect children's health and education, since women spend more of their marginal income on these family concerns than do men. The potential to lose economic power and their concerns for their children give women incentives to oppose programs that decrease the amount of fish caught. Livelihood programs must provide women real alternatives to avoid potential inequitable power and income shifts if they are to maintain women's support of the programs. The International Marinelife Alliance, working with the CRMP, addresses this problem by maintaining women's marketing role (see Success Stories at the end of this section).

Often, livelihood programs for women ignore the opportunity costs to women of participating in the programs. Women in most poor villages have a multitude of responsibilities and income-earning tasks. Livelihood programs should provide opportunities that offer a higher return than the alternative work women must forgo to participate in the program. These programs should also include training needed to

ensure the "livelihood" has the potential to raise their standard of living, not just maintain it at a low level. For example, on Olango Island where the CRMP is working, the women are being trained to make soap for the local market. This has limited potential to provide the women much income and improve the local economy. But the soap could be packaged with information on the Olango bird sanctuary, or in an unusual wrapping, enabling it to be sold at a significant markup in tourist hotels on nearby Mactan Island. (In Indonesia, a village recently cut down all the nipa trees after a coastal management program began training the women in basket weaving for a livelihood program. The women saw basket-weaving as high labor-cost, low-value work that would not raise their living standard in the long-term. Cutting the trees seemed to be the easiest way to convince the trainers that they needed a different, meaningful livelihood alternative.)

Implications

The livelihood projects being promoted by the CRMP and NRMP should provide women and men the same opportunities to develop alternative livelihoods. Programs which encourage resource users to stop using the resource should provide alternatives that do not lower incomes.

ADDRESSING GENDER CONCERNS IN NRMP AND CRMP AND IMPLICATIONS FOR IRs

The participatory processes that CRMP and NRMP use to promote community resource management rely on public meetings. These meetings ensure the process is transparent and meets the needs of the people who use the resources. These meetings largely determine how resources are used, what the community wants to do with the resources, and who will receive PO benefits. Thus, the gender dynamics of these meetings are important to determine how to ensure the resource management systems meet women's needs equitably.

In every PO meeting attended by WID staff, both men and women concur that women will generally defer to their husband's decisions in public meetings. In Philippine culture, a wife is expected to support her husband in public. In general meetings, she will normally wait for him to speak, then will support what he says. She will generally not express her own opinions if they differ from his. This makes it very difficult to get information in general meetings about what women want. There are exceptions. Women speak quite freely in meetings of the women-run Bangus Fry Coop in General Santos City, in which 33 out of 52 members are women. However, the generalization applies broadly enough to conclude that an essential tool in addressing women's needs in resource management is to hold separate meetings with women to ask them directly what they want. This will help to ensure that resource management plans reflect how both men and women use resources now, and how they intend to use them in the future. It will also help ensure that women benefit from managing the resources sustainably, an achievement that will broaden the support for the management plans and increase the chance the management systems will continue after the NRMP and CRMP.

To improve the likelihood of the long-term success of the NRMP and CRMP it is imperative that the following ten steps be taken.

1. Explicitly Identify How Women Currently Use the Resources

When initially assessing how the resources are used, ask women explicitly how they use forest and land resources. The women should be interviewed without men present and prior to the holding of any general meetings where they would hear men's views. This is the most effective way to ensure the women speak of their own actions and not the men's.

Benefit to IRs

Increase accuracy of the initial resource profiles, which are a key part of each IR (Results B1, B4, and C3 for IR1, and effectiveness of POs supported under IR2). More accurate resource profiles will allow for more meaningful management plans, and thus a greater chance that the resources will be used sustainably.

Likely Costs

This activity should carry almost no additional cost. Field staff would continue to do the same programs, but include separate meetings with men and women. Many of these meetings could be run simultaneously.

2. Explicitly Ask Women How They Want to Use the Resources

The more that the management plan identifies and resolves conflicts and reflects the needs of all PO members, the more community support it will have. In planning how to use the CBFMA or coastal resources, women must be asked how they want to use the resources. Again, to ensure women express their own interests, they should be asked in groups without men present. Ideally, the women and men would then talk together about each group's interests, with a facilitator (see the Batasan Island example in the Success Stories section).

Benefit to IRs

Both IRs measure success as resource area under *effective* community management. *Effective* community management must reflect the needs of the entire community and PO, not just the needs of the men. This action helps to ensure this is the case (Results A4, B1, B4, B9, B10, C3, for IR1, and effectiveness of POs supported under IR2).

Likely Costs

Again, there should be essentially no additional cost.

3. Ensure That the Aspects of the Management Plan Which Address the Women's Needs Are Implemented

The NRMP and CRMP field workers who assist LGUs, municipalities, and POs to design and implement management plans should ensure that the plans reflect the women's needs, and that these aspects of the plans are implemented as effectively as other parts of the plan. This will require meeting with decisionmakers in LGUs, barangay councils, and POs to regularly encourage and convince them to implement these aspects of the management plans.

Benefits to IRs

This will increase the support of women for the management plans, for using the resources sustainably and will help ensure that resources will be managed sustainably after the programs end. The women's support can contribute to LGU backing of the management plans and enforcement efforts. (Results A4, B2, B4, B7, B8, B9, B10, C3, C4, for IR1, and efforts of IR2 to develop effective POs and links with LGUs.)

Likely Costs

This issue can be addressed by field workers and program staff in the course of normal conversations while helping LGUs and communities to implement the management plans. Costs would be very low or nonexistent.

4. Train the Field Staff of the NRMP and CRMP to More Effectively Address the Gender Concerns in CBFMAs and Coastal Resource Management in Their Work with Communities

The field staff of both the NRMP and CRMP seem genuinely interested in addressing the gender issues in managing forest and coastal resources. However, they are not clear on what action they need to take to do so. Many of the field staff believed that since women attended meetings, the gender issues were being addressed. Yet they were not able to say what women's concerns were. Additional training, and guidance from upper management, would help the field staff to more effectively work with communities to identify and meet women's needs in CBFMA and CRM.

Benefits to IRs

As the field staff understand the gender issues in resource management, and how to address them, they will be better able to help communities address the gender issues in their resource management plans. This will increase the effectiveness of the management plans and build wider support in the communities, making them more likely to continue to manage the resources sustainably after the programs end. As communities support the plans more, they will be better equipped to influence LGUs to support the plans and overcome resistance to sustainable resource management. Thus this training could improve the performance on most of the Results in the IR1 and IR2 Indices below the national policy level.

Likely Costs

The total staff time required would be four days over a year — perhaps an initial two-day workshop with follow-up day later in the year, plus a day for the program staff to strategize about how best to integrate gender concerns into their programs. Thus the cost would be for two days of training, plus two days of staff time. G/WID has resources which the mission may request to provide this training.

5. Integrate Gender Considerations in the Training Programs and IEC Programs for the DENR and Communities

The IEC groups in the CRMP and NRMP produce a lot of printed information and educational programs for the DENR and communities on the CBFM and CRM programs, concepts, rules, environmental issues, management skills, and the like. This information is an essential tool to help communities get the most benefit from their resources and the POs. However, this IEC information does not presently discuss the gender concerns in the CBFMA or CRM processes. (The NRMP was analyzing data to determine how effective their IEC campaigns are. Part of the analysis will determine how well the IEC programs reach women.) Communities need to understand how to identify and address gender concerns in using their resources, if they are to build sustainable societies (see the Success Story about the IMA). The IEC campaigns in both programs need to integrate gender issues throughout their work, where it applies. The IEC staff need further training to identify where gender concerns could be addressed and how to do so.

Community training programs also need to integrate gender concerns. The CRMP program does a good job of including women in PCRA training. It should continue this success by including an appropriate number of women in upcoming integrated coastal management training. This key training program should also integrate gender concerns throughout the curriculum.

Benefits to IRs

As the IEC and training programs integrate gender concerns in their programs, more people will understand how addressing gender issues makes resource management more sustainable. This will improve the effectiveness of many of the IR Results, including the effective management of resource sanctuaries.

Likely Additional Cost

The costs of revising training programs and to writing new material for the IEC programs would be slight.

6. Ensure That Livelihood Programs Provide Equal Opportunities for Women and Men

The NRMP and CRMP livelihood programs should ensure that women have access to livelihood programs that offer the same opportunities and earnings potential as men.

Benefits to IRs

This issue is key to build viable alternative livelihood programs are essential to building the support of community women for using resources in the new ways promoted by the NRMP and CRMP. Women consistently say that they want the POs to help them boost their incomes. If women see men's opportunities improve more than their own, they are likely to support the programs less (as is beginning to happen in the Tonotok village on Sarangani Bay). This effort will directly affect Result B11 in IR1 (job opportunities). It also affects the sustainability the management plans, LGU support, etc.

Likely Additional Cost

Identifying meaningful alternative income opportunities for women will likely have costs comparable to finding meaningful opportunities for men. The additional cost of this effort over the cost of current livelihood programs for women is not clear. Integrating women into programs being developed for men, where culturally possible, may have very low or no additional costs. Developing other alternatives tailored to meet women's time and cultural constraints may require additional funds.

7. Work with Communities to Avoid Potential Increases in Domestic Violence

Often, as women gain economically or become more involved in making decisions in communities, domestic violence against women increases. The Philippine NGO Tambuyog has documented this problem in the CRMP work they have done in Palawan. Numerous cases have documented this effect of development programs in various countries (Johnson, 1996). This violence can decrease the effectiveness of the programs. "Violence against women and girls is the most pervasive violation of human rights in the world today. Its forms are both subtle and blatant and its impact on development profound" (UNICEF, 1997). This violence, or the threat of violence, has been shown to thwart many women's participation in development programs (Johnson, 1996).

Women who are afraid to participate in the CRMP or NRMP programs are unlikely to actively support of the programs. This limits how effective the programs can be.

Both the NRMP and CRMP programs need to acknowledge this likely effect of their work, how it affects the program, and take steps to prevent it. Field staff and organizers need to devise strategies to address the potential for violence against women. The programs need to include training to encourage communities to address this before it becomes a reality (at least one female CRMP field staff currently does this). This will be very difficult, since violence against women is not discussed openly in the Philippines and is often considered the fault of women. However, discussions with women indicate they are willing to talk about it and do see it as a potential problem. The NGO Tambuyog has also successfully addressed this issue with communities in their CRMP work.

Benefits to IRs

By minimizing the domestic violence that results from development efforts, the programs will ensure greater participation and support by women. This will increase the likelihood that the management programs will be implemented, and that the livelihood programs will be as effective as possible. Greater participation will also increase the likelihood that LGUs will support community efforts to use resources in new, sustainable ways. (While the objective is to maximize the effectiveness of the resource management programs, addressing domestic violence will also improve the human rights conditions of many women's lives.)

Likely Costs

Additional training and meetings with field staff of the CRMP and NRMP programs would be required — perhaps 1-2 days of training per person, with short reminders throughout the year from management. Numerous meetings among the staff to determine a strategy to address this problem will also be necessary. Field staff may want to meet with communities to discuss this issue, and follow up with informal discussions with individuals. But much of the effort to address this issue is most effectively done informally in discussions with community members. Thus the main expense would be the initial training

for the field staff. The other work could be done at no additional cost, as it would fit into ongoing work. NGOs in the Philippines have the background and experience to do this training.

8. Ensure That Women Receive an Equal Share of Benefits from the PO

In the NRMP, POs provide two types of benefits: direct financial benefits, and benefits associated with positions of authority. In CRMP, only authority-position benefits are provided.

If the household income increases while women's income decreases, women may not be better off. To ensure that women gain from the PO to the extent that men do, field staff should encourage the PO members to:

- Ensure equal access to loans for men and women PO members, and wives of male members;
- Provide improved agricultural technology as well as improved reforestation technology (women do more farming than forestation; more men than women benefit directly from the reforestation efforts, since men are paid for the work in harvesting and reforestation);
- Pay women and men equal wages for equal work (currently this is done for reforestation in at least some places);
- Allow women to participate in any job-training, and in any job for which they are qualified, such as running a sawmill (men tend to take the higher paying jobs in POs, which can further entrench women as lower-income earners); and
- Ensure training programs include a significant percentage of women. (Before conducting any more male-only training, justify to the program managers and the community women why women are not included. This should include explaining what job and decisionmaking opportunities the women will have if they participate.)

Benefits to IRs

These steps will enable women to benefit from managing the resource to the same extent that men do. This increase in benefits to women will increase their support for the programs and the management plans. Increased support will translate into increased likelihood the sustainable management will continue after the USAID programs end.

Likely Cost

There should be no additional cost for this awareness raising. However, women may require additional training or information to take advantage of credit opportunities. These information activities may require some additional cost.

9. Determine If Individual Certificates of Stewardship Are Being Properly Registered, and Encourage POs to Issue Equitable Numbers to Single Women and Men (applies only to NRMP)

NRMP staff should work with the DENR and POs to ensure that previously issued individual certificates of stewardship (ICS) are retroactively registered in both the husband's and wife's name. The NRMP should also work with POs to encourage them to issue ICSs to single women in the same proportion as there are single women to single men in the PO.

Benefits to IRs

ICSs are a tremendous incentive to individuals to participate in the CBFM programs, and to manage their own resources sustainably. They also provide economic advantages to the bearer. Women who receive ICSs, whether married or as a female head-of-household, will enjoy the same incentives and associated benefits as men who receive ICSs. Ensuring women's equal access to ICSs will thus maximize the number of people with incentives to support and practice sustainable resource management. This will benefit the communities, make it easier to convince communities to participate in the program, and make the resource management systems more sustainable.

Likely Additional Costs

This will require that the review of all ICSs recorded to date — requiring perhaps six person-weeks of time (this is a guesstimate). If the DENR assists with the task (a reasonable request, since they are supposed to ensure the ICSs are properly registered), the time-cost to the project would be less. This would be a reasonable use of funds which the DENR is mandated to spend on gender concerns. Involving the DENR would also raise the awareness of the DENR of this issue, and would encourage them to ensure that future ICSs are properly registered and equitably distributed.

10. Disaggregate Indicators by Gender

Disaggregate all the Indicators and Results which record individual participation or response. For IR1, this includes indices B3, B4, B11, C2, and C3. For IR2, this applies to the proposed index measure for certificates of individual rights (if indices related to functioning POs are added, these may need to be disaggregated, too). This will enable the program managers to better monitor whether benefits of the programs are reaching men and women equitably. This in turn will indicate if the program is fostering support from the entire community, or if women's support is being overlooked.

Benefits to IRs

Measuring the differences between how men and women benefit from the programs will heighten awareness of the DENR and field staff about this issue. This will support their efforts to address gender issues in their work. As program managers have easier access to this disaggregated data, they will be better able to ensure that the participative processes they are managing are truly participative. Measuring this for the certificates of stewardship will also heighten the attention of the DENR to this issue and could be a tool to encourage them to better integrate gender concerns in their CBFMA program.

Likely Additional Cost

The CRMP already collects much of the disaggregated data. The additional cost for this program is therefore expected to be little more than the cost of tabulating the disaggregated data in reports. The NRMP program does not disaggregate data on ICSs. There would be an expense to collect this data

initially (see preceding recommendation), with additional time cost periodically to record the data for new ICSs. The cost of the additional time could be significantly decreased if the DENR began to monitor this itself — which would have additional benefits of periodically highlighting the gender concerns in the ICS program for the DENR.

IR3 — INDUSTRIAL POLLUTION CONTROL

The following comments are based on a review of the DAAD for the proposed Municipal Coastal Environment Initiative (MCEI) to implement IR3. The IR aims to decrease industrial pollution in coastal zones. The MCEI program proposes to accomplish this by:

- Training NGOs and the DENR to assist industry to use clean-production technology;
- Strengthening the DENR's ability to research clean technology;
- Working with the DENR to improve their regulatory capacity; and
- Assisting the Department of Trade and Investment (DTI) to promote clean production.

The proposal identifies all the key actors needed to support an effective effort to decrease industrial pollution. We believe, however, that the program would be more effective with a somewhat different focus for each of the actors. We recommend:

- Focusing on improving how effectively the DENR monitors and enforces industrial emissions, including enforcing discharges targeted by market-based incentives;
- Strengthening the ability of NGOs to mobilize civic demand for effective pollution monitoring and enforcement;
- Training private sector providers, not NGOs or the DENR, to provide clean-production services to industry, thus developing a cadre of professionals who will have the motive and ability to promote clean production to industries throughout the Philippines; and
- Maintaining the proposed role of the DTI in promoting clean-production technologies.

Every country that has significantly reduced pollution has had strong regulatory enforcement ; just promoting clean-production technologies is not sufficient. And public demand for lower industrial pollution has been essential to building the political will needed to implement and maintain these effective regulatory systems. To include these two critical aspects of long-term pollution control, the MCEI program would need to improve the ability of the DENR to enforce pollution standards, and ensure NGOs can mobilize public support for this enforcement.

Philippine industry can benefit from using more efficient production processes, which will also decrease some pollution. However, eliminating other forms of pollution will benefit society, but not necessarily the industries causing the pollution. For example, the Philippines gains when ships empty their bilges at port facilities, but it's cheaper for the ship to dump the bilge in the ocean. Regulations need to be enforced to prevent these forms of industrial pollution.

The most effective regulatory systems combine command-and-control regulations and market-based incentives. Both approaches work only to the extent that industry believes it is less expensive to adhere to the discharge limits than to exceed them. The DENR is critical in this process. The MCEI program could work with the DENR to develop their ability to effectively monitor and enforce regulations. The MCEI program could also promote the idea to the DENR's staff that developing effective enforcement skills would be professionally rewarding. This could help improve the DENR's public image and further improve the quality of DENR's monitoring and enforcement.

Women's groups could play a key role in this process. In most countries, as in many communities in the Philippines, women tend to be more willing than men to spend time and resources to protect the health of their children. Thus women in many countries have been deeply involved in advocating for lower industrial discharges. This presents an opportunity for the MCEI program to strengthen the ability of women's groups in the Philippines to advocate for effective pollution control. SO3 already works with many of these women's groups.

Industry itself could also be used more effectively to promote pollution control. The program could focus more on mentoring local consultants to work with industry to use clean technology, rather than providing the consulting services directly. This would build a cadre of pollution control experts within the country. These consultants would have a vested interest in promoting pollution reduction throughout the country, thereby replicating the program and sustaining pollution control.

FUTURE STRATEGIES

Link SO4 and SO3

The environmental programs of SO4 have tremendous potential to link with SO3. Experience worldwide and in numerous economic and social studies show that peoples' choices to have fewer children depend largely on:

- Economic opportunities;
- Women's education level;
- Access to appropriate family planning and health services; and
- Infant mortality rate.

SO4 is providing better economic opportunities to men and women, and indirectly improving family health. It can also provide information on the effect of family size on sustainable resource management, and thus economic opportunities. SO3 could link with SO4 in providing access and information on appropriate family planning and reproductive health services in the villages where SO4 staff work. SO3 could also help SO4 address industrial pollution by highlighting the health concerns of pollution with women's groups.

In the villages visited by WID staff, the women consistently said they wanted one to three children, but the men wanted more. Information on reproductive health and services was provided almost exclusively to women. There is a need in these villages for greater reproductive health information, especially for men, and access to alternative, voluntary reproductive health services. As SO4 increases interest in reproductive health information and services in villages, the communities' need for SO3 input will increase. The process of addressing gender concerns in resource management will also stimulate discussion of how men will benefit from respecting women's needs. These discussions, linked with

discussions on the need to decrease family size, would be opportunities to stimulate greater demand for male contraceptive methods, as well as reproductive health services in general.

Providing comprehensive, voluntary reproductive health services and information would be useful ways of linking SO3 and SO4.

The managers of both the CRMP and NRMP are interested in encouraging explicit discussion of the links between sustainable resource use and population growth in the communities in which they work, and with the DENR. It is strongly urged that these programs, and the proposed MCEI program, be used to work with communities to recognize these links. We also encourage SO3 to coordinate with SO4 to ensure that adequate reproductive health services are available in the communities where SO4 works; and that women's groups are informed of the health concerns of industrial pollution.

Promote Property Rights in CRM

It is recommended that the SO4 team attempt to reframe the ongoing Philippine national debate of a ban on commercial fishing by proposing a system of community-based fishing rights instead. Under the proposed commercial ban, coastal waters will continue to be an open access resource, available only to small-scale and subsistence fishers. Thus a commercial ban will likely increase the number of subsistence fishers, and will not prevent over-fishing in the long run, and would probably be neither equitable nor effective. The forestry sector has found that establishing community property rights over the resource is more effective than commercial bans at promoting sustainable resource use. This approach also allows the users to become efficient and grow economically, which a commercial fishing ban would prevent. Programs to help the Philippines establish community property rights over coastal waters will also need to address the gender issues of property rights.

The Philippines is debating whether to prohibit commercial fishing within 15 kilometers of the shore. Proponents of the commercial fishing ban argue that efficient commercial boats take too many of the fish, and that the ban is needed to ensure that poor fishers catch a fair share of fish in the coastal waters. The ban is also considered to be necessary to stop the over-fishing which stems from the use of illegal and destructive fishing methods and the over-capacity of the commercial fleet. Thus the ban is touted as the most feasible, equitable solution to halt over-fishing.

A commercial ban will neither solve the over-fishing problem, nor be equitable. The ban would leave the coastal waters as an open access resource. It would also require that less efficient methods be used to catch the fish, but would not limit how many fish can be taken. All users of the resource would continue to have every incentive to mine the fish as quickly as possible, and no incentive to avoid over-fishing.

Assuming the ban was enforced, only subsistence and small-scale fishers would use the waters within 15 kilometers of the coast. Initially, this may increase the income of local fishers. More people will then begin to fish. As more fishers use the resource, individual catches will decrease, prices will decrease to the level at which fishers barely cover their costs, and individual income will decline again. The end result is likely to be far more fishers using the resource, all living at subsistence level. The high commercial value of the resource would be eliminated, as would the accompanying higher-paid jobs. Thus the ban would probably increase the number of subsistence level fishers and eliminate the commercial value of the fishing grounds. Such a policy would not equitable.

The ban would also require that municipalities monitor the fishing area within 15 km of shore and invest in equipment and staff to enforce the ban. This would use a significant amount of LGU funds. The ban would unlikely be effective unless enforcement improves. But if enforcement improves, it could just as easily target the current illegal fishing.

Over-fishing has only been successfully addressed by limiting access to fishing grounds. Community ownership of property rights for fishing coastal waters may offer the most promising solution to control access to fishing grounds. Under such a program, municipalities and/or fishers would have rights to fishing grounds. They could lease part of the fishing grounds to commercial fishers on long-term, exclusive leases. The commercial fishers would then have an incentive to use the grounds sustainably. Fish stocks should increase. Part of the proceeds of selling the leases could be distributed to existing fishers, either directly or through improved schools, job training, infrastructure, health services, etc. The fish would be priced at their highest value, so the fishers would receive more than they currently make off their small, subsistence-priced catch (if the system was structured well). (We recognize that assigning enforceable fishing rights to commercial firms, a policy comparable to commercial logging concessions, could also lead to sustainable use of the resources. Politically, however, this would be very difficult to do with fisheries. Leasing fishing rights to commercial firms is arguably not a particularly equitable approach, and certainly does not have the potential for broad public support that community-based management does. It may be politically easier to assign the rights to communities and let them lease those rights to commercial fishers.)

Near-shore rights could be assigned to fishers or communities. These users could collaboratively lease the near-shore rights to commercial fishers as well, if they chose. Commercial fleets will not fish on reefs, so subsistence fishing will continue there, with the associated problems of over-fishing. Thus, community management, with the accompanying gender concerns, and marine sanctuaries will still be needed to prevent over-use of reef fisheries, tidal flats, mangroves, and other near-shore resources.

Involving many groups, including both poor and commercial fishers, in designing and implementing community rights to coastal resources would smooth implementation and prevent resistance. The poor fishers would need believable assurances that they would receive a meaningful part of the proceeds from the fishing rights leases. The government would have to help set up a functioning market in fishing rights. Fishers would need help to value their use rights properly, and courts would have to protect the fishers' rights — the local fishers from unfair trades, and the commercial fishers from encroachers. Restrictions on destructive methods would still be needed. Such a system does not eliminate the need for public enforcement, but it does greatly reduce the need. Private fishers would take up some of the enforcement expense through filing complaints and charges; the Coast Guard and Philippine National Police would have to support regulations and rulings on complaints. The judicial system would also have to understand and support such a user-rights system. Special effort would be needed to ensure women as well as men benefit from assigning initial rights, training, legal support, etc.

The Philippine program of community ownership of rights to use forests provides a model to develop property rights for fishing coastal waters. The Philippines began to promote the CBFMA system in part because a ban on commercial logging in the early 1990s shifted logging to illegal loggers and increased the rate of deforestation. Commercial logging bans in many other parts of the world have also failed to prevent unsustainable use of forests (Panayotou, 1993). The Philippines' CBFMA system overcame significant resistance to emerge as an effective way to manage the forests sustainably and equitably. There is less illegal logging, fewer manmade fires, and higher reforestation rates in the community-managed forests. The communities are using the forests sustainably to improve their living standards. The program is succeeding in large part because it enables communities to effectively enforce their rights to the forest under their management, and to benefit from managing the forest.

There are also models of effective community property rights in the fishing sector. In the town of Colon on the Sarangani Bay, a cooperative of mostly women fishers, the Sarangani Multipurpose Organization, leases the concession to catch bangus fry from the town. The women see that sewage is harming their catch. To protect their resource, they have been working with the town since 1993 to increase awareness and decrease sewage pollution of the bay. This model supports the notion that community rights to the coastal resources would benefit both the coastal resources and the communities.

Community rights to fishing grounds could be much more equitable than maintaining a ban on commercial fishing. It also has the potential to ensure the fishing grounds are used sustainably, with no cost to the government to define sustainable limits. If the rights are transferable and long term, the commercial fishers would find a sustainable yield. This could potentially be as effective as the CBFMA program. The CBFMA system evolved over more than ten years. Drawing on lessons from this program should shorten the process of establishing community rights to coastal resources and avoid unproductive initial choices.

Eventually, some form of property rights for the coastal resources will be needed to ensure the resources are used sustainably. At that time, the program should consider how to distribute those rights in a manner that is equitable to both men and women. (The same gender issues of property rights will arise as in the CBFMA system of assigning ICSs.) Women depend on the fishing as well as men, regardless who actually catches the fish. Rights will need to be assigned to both spouses. The system should also ensure access to single women as well as single men, and equal enforcement of use rights.

SUCCESS STORIES

The following success stories are taken from interviews conducted during the assessment



International Marinelife Alliance

The International Marinelife Alliance (IMA) understands that addressing gender concerns is essential to its success in getting fishers to switch from destructive cyanide fishing to sustainable fishing methods. The IMA trains fishers (almost exclusively men) to catch fish with nets instead of cyanide for the aquarium trade. The IMA has found that a two-pronged approach is most effective in getting fishers to switch to nets. The IMA uses former cyanide fishers to train the current cyanide fishers in how to use nets, and helps the fishers market the cyanide-free fish at a higher price. At the same time, the IMA informs the wives and children of the fishers about the health hazards of cyanide, how destructive it is to the reef (and thus their livelihood), and how much more profitable cyanide-free fish are. The IMA has found that the women and children are effective advocates to convince their husbands and fathers to switch from cyanide to net fishing. This advocacy greatly increases the success of the IMA programs.

This approach relies on the support of women. The IMA maintains women's support for the program by working with them to develop meaningful alternative livelihood programs. Where women are involved in marketing the fish, the IMA continues to involve them in marketing the cyanide-free fish. The IMA has helped women in many villages establish and run cooperatives to sell over-the-counter pharmaceuticals, such as aspirin, band-aids, and antibacterial cream. In many villages, the cooperatives make these items available at an affordable price for the first time. It also provides a significant income to the women involved in the co-op. The IMA also involves women in livelihood programs designed to get men out of fishing altogether. For example, fishermen are trained to sustainably farm coral to supply the aquarium trade. At US\$10 per kilogram, live coral and the attached rock substrate can generate enough income to replace income lost to fish harvesting to a great extent. Women are involved in the entire coral farming process with the men, including the marketing. This ensures that women do not lose control of income they would have controlled if the men continued to fish. Since women generally spend a greater percentage of marginal income on their children and family health, the amount of family income that women control is as important as the total income.

The IMA is also establishing Learning Centers for women in fishing villages. The centers provide women with training, day care, and business support (such as sewing machines) to improve their earning potential. The day care decreases how much time women use for house and child care and allows women to pursue economic activities. The centers also provide a place for women to congregate, support each other and conduct business. They serve the same function for the women that the ubiquitous barangay centers serve for men. Each center costs about P25,000 (US\$1000).



CRMP in Batasan Island, Visayas

Batasan Island, in the Visayas, is about 50 meters wide and 1 kilometer long, and holds about 900 people. The islanders had formed the United Batasan Fishermen Association (UBFA) in 1986, but the organization had done little until they invited CRMP to work with them in 1997. As part of initial skill-building efforts with the UBFA, the community opted to start with a team building and values development workshop, "Personality Development for Coastal Resource Management." During the three-day course, the CRMP field worker, Boy Ancog, noticed that the women were not participating to the extent that the men were. On the last day, the community was to develop a mission and vision statement for the UBFA. To ensure that the women's concerns were heard in this process, Boy separated the men and the women and then had each group determine what they wanted from the PO.

(continued)

Success Stories - continued

Each group had very different ideas of what they wished to accomplish. The men wanted to promote harmonious living (a common and valued objective in Philippine organizations), peace, and elimination of illegal fishing. The women wanted the PO to improve sanitation and health conditions on the island, and to help the women develop livelihood opportunities so they would not gamble so much. (The women gamble because there is little to do on the island, and they're bored. The men catch the fish and immediately market them on the mainland. There is no room to farm on the island.) But the most important objective the women have for the PO is to increase the women's representation in Barangay decisionmaking.

When the women reported their desire to be more involved in the decisionmaking, the men laughed and tried to dismiss the women's comments. The CRMP and the PO are now challenged to find ways to address the women's needs. The women have organized themselves and are pressing their interests and exploring options.

Women from another community that CRMP works with, Jagoliao, have visited Batasan and are using the women's involvement there as a model for their own PO. As a result of this visit, the women of Jagoliao are promoting improved sanitation in their own community and have started removing the previously ubiquitous garbage in their village.



NRMP in a Dumagat Village, Nueva Ecija

A group of Dumagat, an indigenous people, lives in and manages a CBFMA in the Nueva Ecija province. The Dumagat have included lowland Tagalogs in the CBFMA and PO. This PO offers examples of challenges faced and progress made in dealing with gender issues in the NRMP.

The Dumagat mostly harvest ratan and orchids and collect food and medicinal plants from the forest, farm, and make and market baskets and brooms from forest resources. A woman, Naning, heads the PO, but often only about six out of 30 participants at PO meetings are women. Women have difficulty participating more because they have to take care of the children. The men and women have talked about the men taking this responsibility more so the women can attend more PO meetings. Generally, the women do not speak in the meetings, though they discuss the meeting topics with their husbands outside the meetings. The forest management plan was designed by men, though the women participate in the ratan harvest and collect the medicinal and food plants. The Dumagat want to issue ICSs to themselves to stop the encroachment of Tagalogs into the CBFMA. They anticipate the ICS would be in the name of a man. However, if a woman begins a farm, she is recognized as the owner of the farm.

The PO buys and markets ratan which the Dumagat harvest. The women want to use the profit to: provide better health services (for which they now have to borrow money); build a school for the Dumagat children (they are not able to attend the lowland school because of discrimination); and, to help with alternative livelihood programs, including irrigating farm land to grow food and cash crops to decrease dependence on forest products. The men are more concerned with stabilizing income from ratan.

The Dumagat village is an example of an opportunity to include women more actively in supporting and benefitting from the PO. The women are clear about what they want to do, and how. However, they need the support of the men and the PO to significantly increase their earning potential, and to participate more in the PO decisionmaking. The NRMP may be able to facilitate this process, thereby promoting more support of the CBFMA process within the community. Many villages visited by WID staff seemed to present similar opportunities.

The purpose of this study is twofold: first, to determine how effectively gender concerns have been incorporated into SO6: Broadened Participation in the Formulation and Implementation of Public Policies in Selected Areas, or simply the Democracy Program, and second, to recommend how this program might be improved. Two intermediate results (IRs) corresponding to this SO that are covered by this assessment are (1) IR1/Governance and Local Democracy — effective local government with broad-based participation in selected areas; and (2) IR2/Civil Society — effective participation of the disadvantaged, that is, "the empowerment of those presently under-represented groups whose active participation is needed if there is to be broad-based support for democracy."

DEFINITIONS AND CONCEPTS

To have a gender perspective simply means to have a down-to-earth appreciation that women and men have different roles in society and therefore have different needs. *Gender* refers to women's and men's socially defined roles and characteristics which are shaped by historical, economic, religious, ethnic, and cultural factors. As a result, women and men have different life experiences, knowledge, perspectives, and priorities.

The focus on gender, rather than women, is related to the insights that women's problems are not primarily due to their biological differences with men, but rather to 'gender' differences. It reflects a change in focus from women and their exclusion from development initiatives to the relations of inequality between women and men. (Lingen, 1994) Just as traditional planning has not been neutral with respect to income, resulting in repeated discrimination against the same low-income groups that many plans purport to support, research has shown that the impact of "gender-blind" planning is not neutral.

Development planning must develop the capacity to differentiate not only on the basis of income, which is now commonly accepted, but also on the basis of gender within communities, households, and families. However, making plans and the planning process gender-responsive entails more than interjecting pre-packaged "women's" activities. On the contrary, women's practical and strategic needs and interests in a given situation cannot be determined *a priori*. Rather, a program or project must start where the women are and provide space so that women can express their needs and negotiate solutions. Providing men with space can also facilitate the process.

In the context of governance, local democracy, and advocacy programs, a gender-sensitive approach would recognize that women's full participation in the public sphere is constrained by (1) their multiple roles and the disproportionate load of household responsibilities they bear, (2) the view that politics is a "man's world," and (3) the tendency for women, when venturing into the public sphere, to be tracked into informal or unpaid positions in local governance. To be internally consistent, such programs must promote the equal sharing of responsibilities between men and women in the private domain. They must also acknowledge that to encourage full political participation while at the same time confining them [implicitly] to informal, supportive, or consultative structures is contradictory. NGOs, POs, or Local Special Bodies are venues for people's participation in governance. However, participation in these bodies is not a substitute for mainstreaming women into formal, decision-making posts where they can be empowered to recognize their own ability to govern.

Finally, such programs must promote participation and not mere presence. 'Participation' would imply being informed and, beyond this, having the capability to articulate and negotiate issues.

DESIGN OF THE ASSESSMENT

It was agreed that the SO6 assessment would “go deep rather than wide.” Gender as a concern was already more explicitly articulated within SO6 than within other SOs, and SO6 staff requested technical assistance that would go beyond “motherhood statements” to identify mechanisms by which gender responsiveness could be interjected in a doable manner.

Out of 10 local government units covered by IR1/GOLD, 3 were selected by the IR1 team for this assessment — the provinces of Bulacan, Bohol, and Capiz. A sample of GOLD protocol implementation would also be found within these provinces — that is, Local Planning and Budgeting Workshops (Bulacan), Environment, Development Investment and Survey Technology (Bohol). For IR2/Civil Society, four out of eight Coalition projects were shortlisted by the IR2 team: the Informal Sector Project, Labor, Disadvantaged Women, Indigenous People, and SPEED-Mindanao. The two finally included in the assessment were the Informal Sector Project (ISP) and SPEED-Mindanao.

Methodologies employed included: (1) a desk review of GOLD and Coalition project documents, (2) field visits/key informant interviews to grantees and sub-grantees, (3) process observation of actual events whenever possible, and (4) updates and validation with SO6 staff.

FINDINGS

Main Finding

The SO6/IR1 team, as well as partners on field, generally agree that the GOLD program has thus far been gender-blind (ex-ante). Yet the SO6/ IR2 projects are explicitly required to be gender-sensitive; sub-indicators have been formulated in the attempt to recognize and measure progress in this regard. Reinforcement may be needed in internalizing why and how gender analysis is (or can be) a critical factor in program success.

Both a source and an indicator of gender-blindness in the GOLD program is the absence of an organizing framework and baseline reference that can help qualify what is meant by broadened citizen participation, particularly the increase in number and diversity of citizens participating. For example, a common response to inquiries regarding gender concerns in governance is to point to the numbers of women who are NGO staff, program beneficiaries, or local government employees, suggesting that their numbers alone injects gender concerns into governance. However, it is not clear what the numbers mean — that is, whether the *position* of women in relation to men [in formulating and implementing policy] represents an improvement from a pre-program situation.

Conceptually, one way to organize an analysis of the *position* of women and men in governance is to examine the dynamics *within* and *across* four arenas: (1) the bureaucracy or civil service, (2) NGOs and POs, (3) formal/electoral politics, and (4) the general electorate. Are stereotyping, role segregation, subordination, and the like taking place just as they do in the economic domain? In the context of the Philippines, for example, subordination is present in the first two arenas. A more central concern, however, is the skewed participation within the third arena, relative to the first two. Why is there a disproportionate number of women active in community politics through NGOs and POs versus those in formal posts? What is the impact of this on effective governance?

By design, IR1 and IR2 are confined to the first two arenas. It is not clear whether this is the result of mission or program policy, or of an inadvertent exclusion of the third from the program analysis. If the former, then the implications for the expected number and diversity of citizens participating in local government and, consequently, for expected gender equity outcomes should be clearly laid out before proceeding.

Points of Entry

The findings in this section are selected with a bias for identifying “entry points” for gender mainstreaming. They indicate opportunities by which a determined management can interject or reinforce gender in current activities.

IR1/GOLD

The goal of GOLD is to bring about responsive democratic institutions with greater citizen participation. To do this, the project seeks to achieve and demonstrate effective local governance with maximized popular participation in selected LGUs, with a functioning system of communication and replication in place.

The GOLD project is guided by the principles that aid should be demand driven and aim to promote assisted self-reliance, where local communities define the areas in which assistance is most needed. Indicators include demonstrated vitality, improved perception of communities, communities’ comfort with participatory decision making; local revenue and net tax targets, LGU capital investment target, sustainable development/environment; and greater number and diversity of citizens participating through POs, NGOs, and Local Special Bodies.

GOLD’s mandate covers five activity areas:

- (1) Strengthening participatory mechanisms;
- (2) Improving LGU capacity in
 - Development Investment Prioritization and Promotion,
 - Environmental Planning and Management, and
 - Resource Mobilization and Management;
- (3) Institutionalizing communication and feedback mechanisms;
- (4) Coordinating with the Leagues and Network of NGOs; and
- (5) Providing policy support — conducting policy studies and monitoring progress of decentralization.

As mentioned above, all are admittedly gender blind. Therefore, each will be discussed regarding incorporation of gender.

Strengthening Participation Mechanisms. This is a cross-cutting strategy for the GOLD project. As a strategy and a value, participation has infused all other areas of project activities. For instance, efforts

have been focused on building the capability for facilitating group processes at the local level, manualizing these processes, and providing design and facilitating services to the other components of GOLD.

The impact of the technologies of participation (ToP) is undeniable in building consensus and jump-starting the delivery of services within local governments. However, the ToP is inherently gender-blind, largely because of its pacing and its assumptions, which are not well suited for the exchange or study of objective information, gender concerns notwithstanding. Basically, ToP is geared toward getting people to *do* something rather than *to understand* something.

Some argue that, in line with the demand-driven principle of GOLD, if gender concerns do not surface during planning workshops, then gender is not an immediate or pressing concern. It is not surprising, however, that gender does not surface in the GOLD Provincial Planning Workshop and other workshops, for three reasons:

- Gender-disaggregated data on the socioeconomic situation of the province is not available, nor will it be in the stock knowledge of participants.
- Even if information were available, focus questions have not yet been formulated to encourage gender analysis. Also, mixed groups may not be conducive to meaningful analysis (Nostrand, 1993).
- Without the facts or opportunity to understand them, the recognition and inclusion of gender concerns will depend on the skills and awareness of the participants and facilitator because (1) the facility for gender awareness/analysis is not innate in women or men, (2) there is no deliberate effort to ensure the presence of a gender *champion* among selected participants, and (3) cues may not be picked-up by facilitators if they themselves are not familiar with the analysis.

Successful, effective plans must be demand driven. However, demand is a function of adequately functioning information markets. Without education, information, or some sort of objective basis for decisions, plans that are demand driven may also be whimsical. This is a general concern, applicable with or without gender as a consideration.

It is possible that the program has come to — or will soon arrive at — that point on its learning curve where a more sustainable balance between process and outcome is sought. In other words, as the novelty of participatory experiences fades, the tradeoff between the depth and quality of plans versus consensus plans for their own sake will be more apparent. This tradeoff has in fact already surfaced in the discussions regarding options for local finance and environmental management technology (ARD, June 1996 and June 1997).

In any case, strategies to put gender on the table were identified with provincial facilitators during this assessment. These amounted to finding the appropriate place for posing the question, opening the discussion on gender-based disparities in access to resources, human capital investments, employment opportunities, and so forth. For instance:

- A segment in the Local Planning and Budgeting Workshop (Bulacan) requires input on statutory and mandatory provisions for budgeting purposes. A discussion of the rationale of RA 7192 as it relates to Section 28 (allocating at least 5 percent of total budget to GAD concerns) can be undertaken.

- The Gerry Roxas Foundation, Capiz (GRF) Strategic Assessment Model includes a “scanning” segment that provides time to discuss strategic development areas in depth. Local gender issues in the traditional sectors — agriculture, the environment, and others — can be surfaced at this time (Attachment 1).
- An important insight is provided by an experience of a workshop held in Bohol for women in the Rajah Sikatuna National Park. The workshop experience illustrates how women need space to articulate their perceptions and positions. As it turned out, in previous planning events, the women had felt marginalized from the process even though there was no overt discrimination against them. In other words, workshop organizers may inadvertently be excluding women by having an open door but mixed-group policy (Attachment 2).

Improving LGU Capacity in Development Investment Prioritization and Promotion. Development investment as conceptualized in the GOLD project is biased for physical capital investment. For instance, resource/socio-economic resource assessments are focused on physical capital and/or natural resources — that is, existing land uses, industrial locations, service infrastructure. Mapping the state of human capital and, with it, income and gender-based disparities if they exist, is not part of the analysis. As a direct consequence, gender-disaggregated information is not sought or employed in investment planning events, and the prospects and needs of men and women as agents of development are not articulated. The Bohol MTPDP and its precursor, the Bohol Development Investment Framework, are cases in point.

This is not to assume that gender issues will have significant bearing on investment plans. However, planners must at least try and find out their effect. As a start, a composite picture of the prospects and needs of women and men based on available data from provincial line agencies can be formulated.

Improving LGU Capacity in Environmental Planning and Management. ToP facilitators are not trained as environmental experts; however, they can still help recognize and understand how gender issues can be accommodated within the Environment Management Protocol. Evidence shows that gender analysis has significant implications for the assignment of user rights, the selection of appropriate technology, and so forth.

To illustrate, the Environment Covenant of Bohol states that gender [and population] concerns will be incorporated in the sector. In practice, however, the inclusion of gender was intended to capture the issues in a general way and did not indicate adequate local know-how on why and how gender and environment interact. The problem of how to ensure a meaningful discussion on the subject is expressed in the following comment:

"Like gender and environment, population would need champions and advocates both coming from public and private sector. There was some discussion (in summit) regarding carrying capacity. This issue was raised particularly among Eco-Tourism and Coastal groups, where there were a number of blue-blooded, hard-core, and educated conservationists and environmentalists. Again, no champions, no discussions, no advocates. Again, like gender, population is not yet in the mainstream of development and environmental planning. Population, like gender sensitivity, has yet to be implanted in the hearts and minds of local development planners. People may be aware and/or informed, but they do not know how to do it." (R. Acosta, ARD).

As an aside, it is interesting to note that gender was included in the Bohol Covenant because it was mentioned by one woman from Cebu. The presence of a "champion" among participants is obviously one way to get the issue on the table.

Improving LGU Capacity in Institutionalizing Communication and Feedback Mechanisms.

Performance measurement involves both qualitative and quantitative investigations. Rapid Field Appraisals (RFA) allow for qualitative assessments while the USAID Indicators Survey and Bohol Poll provide a quantitative basis for analysis.

The impact of development is rarely gender neutral. Monitoring should include keeping an eye out for any disproportionate effects across gender, income or ethnic group. In this context, the sampling procedures of the Social Weather Stations (SWS) allow for gender-disaggregated analysis. Unfortunately, this was never attempted prior to this assessment. However, the *Bohol Poll* researchers now hope to fill this gap.

The RFAs monitor the progress of decentralization and, at the same time, provide an incentive for innovations at the local level. A number of major policies on women have been enacted, some of which have yet to be considered in the evaluation of best practices. At the very least, compliance with Republic Act 7192, the "Women in Development and Nation Building Act," can be considered. Among its major provisions are the allocation of a percentage of ODA funds to support programs and activities for women, ensuring that women benefit equally and participate directly in development programs, and that gender-disaggregated data are collected for planning purposes.

Gender-blind programs are inconsistent with RA 7192.

GOLD-NGO Component: League, Network (NGO and PO) and Policy Support. The objective of the GOLD-NGO component is to support people's participation in local governance. This is carried out through three separate but related activities: (1) support to POs in capitalizing on LGC opportunities; (2) support to NGO networks/coalitions in their advocacy for decentralization, local autonomy, and people's participation; and (3) assistance to professional leagues of LGUs.

At its inception, GOLD-NGO set out to employ "gender-sensitive project management" and strived to work "according to tenets of gender-parity in project development, management, and evaluation" using the "framework adopted by CODE-NGO in this regard" (p. 21, PBSP). It is not clear, however, what this implied.

At present, although gender is incorporated into Philidhrra's philosophy, "the way GOLD-PO was designed, there was no conscious element on gender." (J. Lopez, Philidhrra). In any case, Attachment 3 outlines a plan for re-integrating gender into Philidhrra-GOLD. Among others, it includes the conduct of a fact-finding mission on the situation of women in GOLD areas (because the project's baseline Rapid Field Appraisal in 1995 did not cover this), followed by conceptual and operational integration. This mainstreaming plan should be supported. If successful, it should facilitate the emergence of gender advocates in GOLD sites, ensuring that gender is put on local development agendas.

Similarly, for the Leagues' component, the demand for gender orientation has recently been expressed and will be acted on shortly (E. Caccam, PBSP).

Finally, regarding policy support, to the extent that the project is supposed to provide a "forum for enriching the discourse on democracy and local governance," roundtable discussions on RA 7192 — the

gender-sensitization of public policy, the impact of electoral systems/reform on women's participation, and the like — can be initiated. Competent, committed, and effective women in appointive and elected positions in government can be recruited from within and Networks and brought together for policy discussions.

IR2/Civil Society

In civil society, Filipina NGO leaders continue to play key roles in advocacy work and policy dialogues in coalitions of disadvantaged groups. A grant with the Asian-American Free Labor Institute serves informal home-based women and children workers. The grant will address issues such as social protection, safety in the workplace and access to credit. A second grant, to a coalition of NGOs in Mindanao, addresses education matters, including female literacy in Muslim Mindanao." (R4, 1997)

SO6 has 4 overall indicators and 15 support indicators. Although gender equity is not an explicit indicator or pre-condition for success in IR1, it is in IR2. Success requires that “the coalition must have the capacity to operate based on a participatory, grassroots-up, *gender-sensitive* approach.” The question of the IR2 team was straightforward: how can this indicator be better operationalized?

Two coalition projects were examined: the Informal Sector Project (ISP) and the SPEED-Mindanao project. The ISP involves helping a coalition of informal home workers, predominantly women and children, push for policy reforms that will improve access to productive resources, provide social protection, and improve conditions of work, safety, and health. SPEED (Strategic Programs For Enhancing Education and Development in Mindanao), in contrast, involves support for a network of Christian-Muslim NGOs, helping them initiate reforms in policies, systems and programs in education and training in the special zones of peace and development (ZOPAD areas) in Mindanao.

Informal Sector Project. The ISP already involves women. Nonetheless, both practical and strategic gender needs of the informal sector women could have been better served through an integrated community approach. As it stands, it is not clear how the project will re-orient itself into a grassroots, bottom-up movement. For instance, as of this assessment, the baseline survey which was to be the basis for validating the project and its strategy or agenda was not finalized. Neither does the project's area coordinator in Cebu have a copy of the project budget and documents.

Still, important insights have arisen from the project:

- First, the project has confirmed that Gender Sensitivity Training should be an initial, catalyzing activity for programs which seek to empower women. For example, the need to re-orient the ISP's approach could have been identified sooner if a gender diagnosis and GST were conducted during the early stages of program design and implementation. It would have allowed the groups to articulate their own needs and act. Likewise, GST should have been the foundation course for area coordinators. (E. Alcantara/BSK, L. Canada/Cebu, J. Trono/TUCP)
- Second, the project illustrates how women require integrated support systems and approaches. As it is, the ISP project cannot (could not) accommodate the other concerns of women which demand her time, i.e. for urban poor women, the threat of demolition. However, if the multiple concerns are ignored, the interest of women and the pace of the project is affected. (J. Trono, L. Canada)

- Third, the program indicates the need for implementing institutions to check their own internal democratization and gender mainstreaming efforts. It is recommended that project management (from the top) should undergo GST (E. Alcantara, L. Canada)

SPEED-Mindanao. Gender analysis is not inherent in the project design of SPEED. Rather, gender is interjected whenever possible by the grantee. However, there is an inherent gap in the project analysis, and consequently in project design, which could have been mitigated with a focus on gender and the position of women.

Specifically, SPEED's concern is for the relevance, effectiveness, democracy, affordability, and accessibility of education and training programs for the less privileged groups in Muslim Mindanao. The situation analysis divided the issues into three clusters: (1) high illiteracy, high dropout rates at the elementary level, and exclusion from the school system were the most glaring problems from the client/beneficiary viewpoint; (2) low quality of instruction and irrelevant curriculum, on the other hand, were problems inherent in programs and delivery systems; and finally (3) limited wage employment opportunities and curriculum-job mismatch confronted graduates.

Curiously, despite the fact that target clients have probably dropped out before high school, SPEED focuses its analysis of the *tertiary education and training* sector and its relationship to the *demand* side of the labor market. Baseline instruments carry this bias, i.e. RAJA & IPRM (for formal sector), ARM and RPM (for entrepreneurial sector). In contrast, not one instrument seeks to answer why elementary drop out rates are high, why illiteracy rates are disproportionately high for women, or why after initially dropping out, re-integration does not occur (except for adults attending Arabic schools).

Without an analysis of the *supply* side of the job market, project planning is distorted. For example, the underemployment or mismatch of graduates is intended to be addressed through greater clerical skills training by the program so that skills would better match actual employment opportunities. However this does not address the issue of whether a prospective employer would actually hire a more "suitable" clerk when an overqualified person is available at the same price.

In other words, the more pressing issue to the formal education sector may be the inability to keep children in school at the *elementary level* or accommodate those who wish to re-integrate at a later date, rather than any "mismatch" of graduates. Why children drop out and how adult choices are made implies the need to study the typical household and its labor *supply* decisions.

A gender diagnosis and analysis, by inquiring after the position of women and men and girls and boys in Mindanao, would have *naturally* led to an investigation of intra- **household education and labor choices**. By assuming away any peculiarity due to ethnicity, gender or religion in household decisions regarding education or training however, the links between child/adult illiteracy and the education-training-employment dynamic simply did not surface. Conversely, a more thorough design of the baseline study and instruments would have uncovered the gender issues at the household level as well as in the job market.

Minimum Requirements. Both the ISP and SPEED experiences point to the fact that a predominance of women on staff or as beneficiaries does not en-'gender' a program. Rather, the conduct of a (1) gender diagnosis and (2) gender consultation can be considered as minimum requirements in compliance with indicator #3. These processes are iterative and a number of outcomes can be identified with them.

Gender diagnosis is both a precondition and an indicator of sound social analysis. The outcomes of a gender diagnosis are the following:

- **An understanding of the gender biases in the sector, including a critical look at the quantitative measures conventionally used.** For instance, in survey work, it is common practice to use the "head of household," assumed to be the male breadwinner, as the unit of analysis. This practice has resulted in the invisibility of women in many statistical sources. Yet we have seen how this invisibility and the absence of gender analysis can have significant consequences for project design.
- **The identification of how organizational and implementing structures may frustrate policies, programs and projects' ability to meet gender needs.** In other words, the internal democracy and gender sensitivity of implementing institutions count (TUCP, AAFLI).
- **The identification of links between meeting gender needs and the achievement of other development objectives.**
- **An understanding of how fragmented, sector-based analysis and solutions are limited and limiting.** Because of women's multiple roles, a program to empower them requires an integrated approach. A gender diagnosis, thoroughly undertaken, will point to this, identifying the intersectoral links necessary for the satisfaction of gender needs. The point is that, especially when it comes to women, a project cannot afford to operate in isolation.

Gender consultations, in contrast, are necessary to *assess and/or validate gender needs*. At the very least, consultations should be provided for in project design, in the same manner that the conduct of an initial baseline survey is required within the first three to six months of project life. Concretely, one objective for a project could be "providing for more space for women to express their needs and negotiate solutions."

In view of the preceding discussion, sub-indicators for Indicator 3 could be amended as follows:

IR2/Ind. 3

The coalition operates based on a [participatory], grassroots, gender-sensitive approach .

- | | |
|---------|---|
| Level 1 | Majority of leaders consulted on coalition issues through participation in meetings/assemblies. |
| Level 2 | Women members have been consulted and/or women are elected as leaders. |
| Level 3 | Majority of members are consulted on the resolution of coalition issues. |

IR2/Ind. 3. Amended

The coalition operates based on a [participatory], grassroots, gender-sensitive approach.

Level 1	Majority of leaders consulted on coalition issues through participation in meetings/ assemblies. <i>Women members have consulted with each other and have validated program.</i>
Level 2	Majority of members are consulted on the resolution of coalition issues <i>Shift in distribution of leadership positions towards greater gender equity, i.e. women are not confined to stereotype positions.</i>
Level 3	Leadership positions are equitably shared; election of leaders is democratic, regular.

RECOMMENDATIONS

For SO6 strategic planning

- **Technical Assistance for Building Local Gender-Responsive Statistical Systems (LGRSS) should be accommodated as a new Local Government Unit Action Area.** This would have an effect on sectoral, national, regional (Asia-Pacific) and global levels, particularly in view of the Beijing Platform for Action. It should be further noted that, at least among the three provinces studied, the need for greater local statistical capability was expressed among the top five priority actions identified during Gold Provincial Planning Workshops. However this was either, (1) sidelined in favor of short-term, high profile activities, or (2) eliminated as GOLD ordinarily accommodates only the top three.
- **Introduce instruments/ procedures.**
 - When *designing* gender-responsive governance and democracy programs, distinguish conceptually among the four arenas (Civil Service, NGOs/POs, Electoral Politics, electorate) and plan accordingly. Even though an arena cannot be engaged in directly, a complete analysis will provide better grounding for strategies in the remaining arenas.
 - *As a basis for grant awarding*, include "institutional capability, or prospects, for gender-planning and management."
- **Introduce Affirmative Action Activities.**
 - Undertake policy studies or forums with and/or by women in government. This refers especially to women from the ranks at the barangay level.
 - Initiate voter education to encourage appreciation for governance in between elections.

For the Immediate Term

- **Use gender-disaggregated data for baseline and monitoring purposes.** Simple actions will be necessary, such as:

- **Technical assistance to augment or enhance the Bohol MTPDP.** Specifically, a checklist on how to consolidate gender-disaggregated provincial data. The Statistical Research and Training Center (SRTC) of the NSCB is mandated to provide this service.
- **Disaggregation and analysis of the Bohol Poll.** The DWC center hopes to undertake this shortly.
- **Dissemination of reference materials such as on Gender and Environment (for DWC and ARD/Bohol) and on Women in Politics (for GRF).**
- **(For SPEED) provision of a sample research instrument to focus on HH allocation issues should be discussed with the contractor.** As discussed with M. Lim, a tool for Focused Group Discussions may be appropriate to complete the analysis.
- **Review of Development Investment and Promotion or other protocols for the inclusion of Human Resource Mapping tools.** A thorough HRD analysis should reveal any gender- or income-based disparities in human resources.
- **Genderize ToP applied workshops.** Experiment with how to provide for data, time, and space. Test and/or build on:
 - The GRF Strategic Assessment Model, and
 - Rajah Sikatuna National Park-Protection and Management Board "all-women" workshops.
- **ToP-ize Gender Responsive Planning (GRP) Technology.** Initiate the exchange of technology with NCRFW, CIDA, and others who are also in the process of refining GRP tools for local planning purposes.
- **Encourage exchange and/or reinforce existing GAD advocates within sites.** Work with advocates who have been trying to interject 'gender' on their own initiative, sometimes apart from USAID activities. For instance, provide opportunities for mentoring, networking or roundtable discussions among them. These events can also be learning opportunities for USAID/grantee staff, in lieu of Gender Sensitivity Training or GRP training. **See Attachment 4** for a more detailed discussion on technical/training needs.
- **Support the gender mainstreaming plan of Philrrha-GOLD, as well as initiatives from the Leagues.**
- **Review the gender orientation of consultants (UICI).** Encourage updating for consistency purposes.

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A-1

ANNEX A
DOCUMENTS REVIEWED

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SO 6

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B-1

ANNEX B

PERSONS CONTACTED

PERSONS CONTACTED

SO 1 & 2

<p>Dr. Frances Acosta-Robillo, DMD Councilor, Davao City Council Sangguniang Panlungsod San Pedro Street, Davao City</p>	<p>office: (082) 222-0855 to 63 local 222 fax: (082) 221-7791 Attn: LILOH home: (082) 298-0616</p>
<p>Alejandro Almendral Head, Monitoring and Evaluation Unit Project: Linking Banks and Self-Help Groups c/o LandBank 7/F LBP Bldg. II, 319 Sen. Gil Puyat Avenue Makati City</p>	<p>office: 818-9411 local 2395 telefax: 843-2761</p>
<p>Victoria Regina Arches Development Finance Programme Director Gerry Roxas Foundation Dayao, Roxas City</p>	<p>office: (036) 215-020 / 007</p>
<p>Mahlon Barash Private Enterprise Officer, OED USAID Ramon Magsaysay Center, Roxas Blvd., Manila</p>	<p>office: 522-4411 mabarash@usaid.gov</p>
<p>Robert Barnes Chief, Office of Economic Development USAID Ramon Magsaysay Center, Roxas Blvd., Manila</p>	<p>office: 522-4411 robarnes@usaid.gov</p>
<p>Maria Cristina Bautista 38 Trinity Drive, Tierra Glora Subdivision Tandang Sora, Quezon City 1107</p>	<p>office: 426-5661 924-4601 ext. 2752 to 4 home: 454-211 924-4599 fax: gnsonbau@pusit.admu.edu.ph</p>
<p>Jonith Blancaver Project Officer Gerry Roxas Foundation, Inc. Brgy. Dayao, Roxas City</p>	<p>office: (036) 621-2832 621-1328 fax: (036) 621-0538</p>
<p>Gretchen Bloom USAID, Gender/Women in Development Washington D.C., USA</p>	<p>office: 712-4922 gbloom@usaid.gov</p>

<p>Jacqueline Carrasco Office Manager Growth with Equity in Mindanao Zamboanga City Office - Unit 6 VAR Mall Bldg. Veterans Avenue, Zamboanga City</p>	<p>office: (63-62) 991-5199 992-2838 gemzam@dv.webling.com</p>
<p>Leny Castillo Chairperson Entrepreneur Support Project Handmade - Davao Cooperative 77A Ilustre Street, Davao City</p>	<p>office: (6382) 227-5834 224-2671 fax: (6382) 227-6744 dti11iac@webling.com</p>
<p>Gulfer Cezayirli Urban Development Specialist Asian Development Bank 6 ADB Avenue, Mandaluyong City</p>	<p>office: 632-6755 fax: 741-7961 632-6816 631-6816</p>
<p>Peachy Cuenca Forbes Coordinator, Small Projects Facility Unit Canadian International Development Agency Unit 1402 Antel Corporate Center 139 Valero Street, Salcedo Village, Makati</p>	<p>office: 817-6869 817-6880 telefax: 817-6920 pcco.adm@planet.net.ph</p>
<p>Amalia Datukan ELAP Area Consultant Growth with Equity in Mindanao Davao City Office - QFC Bldg., Lot 22, Block 3 Phase 7, Ecoland Subd., Matina, Davao City</p>	<p>Davao office tel: (082) 298-2192 to 94 fax: 298-2195 gemdvo@webling.com</p>
<p>Cotabato City Office - 27 Fr. Boldoc Street ND Village, Cotabato City</p>	<p>Cotabato office tel: (63-64) 421-1372</p>
<p>Priscilla Del Bosque Deputy Director - USAID Magsaysay Center, 1680 Roxas Blvd. Manila</p>	<p>office: 521-6904 522-4411 fax: 521-5241 521-4811 PBosque@USAID.GOV</p>
<p>Maria Teresa Diokno-Pascual President Freedom From Debt Coalition 34 Matiyaga Street, Teachers' Village Diliman, Quezon City</p>	<p>office: 924-6399 433-5537 fax: 921-4381</p>
<p>Carmelo Enriquez Data Bank Chief Notre Dame Business Resource Center Fdn. P.O. Box 100 Marist Avenue 9500 General Santos City</p>	<p>office: (083) 552-3252 fax: (083) 552-5400</p>

Ederlinda Fernandez Professor of Public Administration Institute of Development Studies & Admin. Western Mindanao State University Normal Road, Baliwasan, Zamboanga City	office: (062) 991-1231 fax: (062) 991-3065 home: (062) 991-5928
Maria Floro American University Washington D.C., USA	office: 202-885-1000 mfloro@american.edu
Virgie Giray / Alexandra Avery Save the Children - Retazo Project Torres Bldg., 2442 Park Avenue Pasay City	office: 527-3750 510-0925 to 6
Stephen Groff Chief Economist Growth with Equity in Mindanao Davao City Office - QFC Bldg., Lot 22, Block 3 Phase 7, Ecoland Subd., Matina, Davao City Makati Office - TM-8910 Mile Long Center Herrera cor. Amorsolo Streets, Legaspi Village Makati City	Davao office tel: (082) 298-2192 to 94 299-2503/04 fax: 298-2195 /2705 gemspg@mozcom.com Makati office tel: 812-3556 to 58 fax: 819-3965 lbiphil@mozcom.com
Michael Henning Political Development Officer Office of Governance and Participation - USAID Ramon Magsaysay Center 1680 Roxas Blvd., Manila	office: 522-4411 fax: 521-5244 henning@usaid.gov
Chad Horning Economist - USAID, Gender/ANE 1313 Pennsylvania, Avenue NW Washington D.C., USA	office: 661-5807
Joji Ilagan-Bian President Joji Ilagan Career Centre - School of Business and Tourism JIB Bldg., Chavez cor. Magsaysay Streets Davao City	office: (082) 226-3783 227-5602 fax: (082) 221-0315 JIBcareercentre@hotmail.com dyan@interasia.com.ph
Jeanne Frances Illo Institute of Philippine Culture Ateneo de Manila University Loyola Heights, Quezon City 1108	office: 924-4567 / 4572 / 4690 jeanne@pusit.admu.edu.ph

Katerine Landuyt Associate Expert on Gender Issues Southeast Asia and the Pacific Multidisciplinary Advisory Team (SEAPAT) International Labour Organization NEDA sa Makati Bldg., 106 Amorsolo St. Legaspi Village, Makati City	office: 815-2354 819-3614 fax: 812-6143
Lucy Lazo Senior Vice-President Golden Cane Furniture 33 Kalayaan Avenue, Diliman, Quezon City Pampanga office - Jose Abad Santos Avenue cor. Manunggal St., Clark Special Economic Zone Clark Field, Pampanga	office: 928-3081 telefax: 922-1504 goldcane@b.world.com.ph Pampanga office: tel: (045) 599-2651 / 2057 / 2652 fax: (045) 599-2024
Edward Iblah Lim President Sarang Bangun Foundation 2/F CVF Bldg., Gov. Lim Avenue Zamboanga City	office: (062) 991-2237 telefax: (062) 993-1092
Lynn MacDonald Country Program Director Asian-American Free Labor Institute Unit 73, ZetaII Condominium 191 Salcedo Street, Legaspi Village, Makati	office: 892-1107 818-3283 fax: 812-9669
Virginia Manalo Vice-President/Manager Notre Dame Business Resource Center Fndn. Notre Dame of Dadiangas College General Santos City	office: (083) 552-3252 fax: (083) 552-5400
Teresita Manzala Director IV, Bureau of Local Employment Department of Labor and Employment 2/F Velco Centre Bldg., cor. 13th & Chicago Sts. Port Area, Manila	office: 528-0087 528-0108 fax: 527-2421
Vic Murphy Matriano Diamond Associates Ground Flr., NBV Bldg., 1191 Ma. Orosa St. Ermita, Manila	office: 524-1624 522-4720

Mary Ann Montemayor Chairperson Southern Philippines Tourism Council J.P. Laurel Avenue, Bajada Davao City	office: (082) 221-5674 /75 227-5726 224-2712 fax: (082) 629-68 villamar@interasia.com.ph
Isabel Navarro Research Assistant Growth with Equity in Mindanao General Santos City Office 2/F Belonio Bldg., Tierra Verde Complex National Highway, General Santos	office: (083) 552-2178 fax: (083) 552-4287
Alexandra Overy Technical Specialist in Economic Opportunities Southeast Asian Region G/F PSDC Bldg., Magallanes cor. Real Sts. Intramuros, Manila	office: 527-3750 aover@savechildren.org
Adelfo Oviedo Agribusiness Development Team Leader Growth with Equity in Mindanao Davao City Office - QFC Bldg., Lot 22, Block 3 Phase 7, Ecoland Subd., Matina, Davao City	Davao office tel: (082) 298-2192 to 94 fax: 298-2195 gemdvo@weblinq.com
Makati Office - TM-8910 Mile Long Center Herrera cor. Amorsolo Streets, Legaspi Village Makati City	Makati office tel: 812-3556 to 58 fax: 819-3965 lbiphil@mozcom.com
Agnes Quisimbing IFPRI Washington D.C., USA	a.quisimbing@cgnet.com
Phillip Ramos General Manager Highlander Hotel Resort Osmena Drive, Kidapawan, Cotabato	office: (06423) 814-45 fax: (06423) 813-21

Ma. Lourdes Ronquillo
Deputy Enterprise Team Leader
Area Head, Davao Gulf Cluster
Growth with Equity in Mindanao
Davao City Office - QFC Bldg., Lot 22, Block 3
Phase 7, Ecoland Subd., Matina, Davao City

Davao office
tel: (082) 298-2192 to 94 299-2503/04
fax: 298-2195 /2705
gemdvo@dv.weblinq.com

Makati Office - TM-8910 Mile Long Center
Herrera cor. Amorsolo Streets, Legaspi Village
Makati City

Makati office
tel: 812-3556 to 58
fax: 819-3965
lbiphil@mozcom.com

Lenaida Sabaani-Lawi / Abdul-Malik Lawi
Muslimah Resource and Integrated
Development Center (MURID)
P.O. Box 203 , Zamboanga City 7000

office: (062) 992-0253
telefax: (062) 991-3312

Vicente Salas
Programme Manager
United Nations Development Programme
NEDA sa Makati Bldg.
106 Amorsolo Street, Legaspi Village
Makati City

office: 892-0611 to 25
fax: 816-4061 893-9598
vicentes.salas@undp.org

Atty. Emma Salmani
Zamboanga Enterprise & Investment Specialist
Growth with Equity in Mindanao
Davao City Office - QFC Bldg., Lot 22, Block 3
Phase 7, Ecoland Subd., Matina, Davao City

Davao office
tel: (082) 298-2192 to 94 299-2503/04
fax: 298-2195 /2705
gemdvo@dv.weblinq.com

Zamboanga City Office - Unit 6 VAR Mall Bldg.
Veterans Avenue, Zamboanga City

Zamboanga office
tel: (062) 991-5199 992-2838
gemzam@zam.weblinq.com

Leonardo Sestina
Financial Assistance Officer
Notre Dame Business Resource Center Fdn.
Notre Dame of Dadiangas College
P.O. Box 100, General Santos City 9500

office: (083) 552-3252
fax: (083) 552-5400

Armando Suggang
Cotabato Enterprise & Investment Specialist
Growth with Equity in Mindanao
Davao City Office - QFC Bldg., Lot 22, Block 3
Phase 7, Ecoland Subd., Matina, Davao City

Davao office
tel: (082) 298-2192 to 94 299-2503/04
fax: 298-2195 /2705
gemdvo@dv.weblinq.com

Cotabato City Office - 4/F Elena V. Co Bldg.
Don Rufino Alonzo St., Cotabato City

Cotabato office
telefax: (064) 421-1389 / 4166
gemcot@dv.weblinq.com

Don Taylor

Agribusiness Development Coordinator
Growth with Equity in Mindanao
Davao City Office - QFC Bldg., Lot 22, Block 3
Phase 7, Ecoland Subd., Matina, Davao City

Davao office

tel: (082) 298-2192 to 94 299-2503/04
fax: 298-2195 /2705
gemdvo@weblinq.com

Makati Office - TM-8910 Mile Long Center
Herrera cor. Amorsolo Streets, Legaspi Village
Makati City

Makati office

tel: 812-3556 to 58
fax: 819-3965
lbiphil@mozcom.com

Corazon Tiangco

Factory Manager
Nature's Garden Industries, Inc.
Capiz Shell Craft Factory
Dumolog, Roxas City

fax: (036) 5211-825

Tomas H. Tionko

Coastal Enterprise Development Specialist
Growth with Equity in Mindanao
Davao City Office - QFC Bldg., Lot 22, Block 3
Phase 7, Ecoland Subd., Matina, Davao City

Davao office

tel: (082) 298-2192 to 94 299-2503/04
fax: 298-2195 /2705
gemdvo@weblinq.com

Makati Office - TM-8910 Mile Long Center
Herrera cor. Amorsolo Streets, Legaspi Village
Makati City

Makati office

tel: 812-3556 to 58
fax: 819-3965
lbiphil@mozcom.com

Arend Van Der Goes

Associate Expert
International Labour Organization
5/F NEDA Bldg., 106 Amorsolo Street
Legaspi Village, Makati City

office: 819-3614

fax: 812-6143
vandergoes@ilomnl.org.ph

Candelario Verzosa, Jr.

Executive Director
Cooperative Development Authority
5/F Ben-Lor Bldg., Quezon Avenue
Quezon City

office: 372-3801 loc. 241/290 373-6905
373-6896

fax: 371-2077

Agnes Villarruz

Executive Director
Gerry Roxas Foundation
Resource Center, Dayao, Roxas City

Roxas Office

tel: (036) 211-922
fax: (036) 210-538

Manila Office - 18/F Aurora Tower
Araneta Center, Quezon City

Manila Office

tel: 911-3101 local 244 / 218 912-2095
fax: 911-2833

SO 3

Dr. Carmina Aquino
AIDS Surveillance and Education Project
Program for Appropriate Technology in Health
TJCC Bldg., 395 Sen. Gil Puyat Ave.
Makati City

office: 899-1580 895-3201
fax: 899-5561
path@phil.gn.apc.org
<http://www.path.org>
maquino@skyinet.net

Dr. Joseph Arecheta
Department of Health
Family Planning Service

Jojo Avila
San Carlos University/OPS

P.E. Balakrishnan
OPHN/USAID

Eireen Banez-Villa
LGU Performance Program (LPP) Advisor
Program Management Technical Advisors Team
Management Sciences for Health
3/F Bldg. 12, San Lazaro Compound
Sta. Cruz, Manila

telefax: 743-8301 to 23 local 2259
mshophil@mn1.sequel.net

Dr. Magdalena Cabaraban
Research Institute for Mindanao Culture (RIMCU)
Xavier University, Cagayan de Cero City
Philippines

Dr. Divina Capuchino
Department of Health
Family Planning Service

Dr. Carol Carpenter-Yaman
OPHN/USAID

Erlinda Castillo
Commission on Population

Debbie Catulong
Project Manager
ASEPBidlisiw Project
Cebu City

Joan Cortez
The Futures Group/Policy Project

Dr. Maria Otelia D. Costales
Country Representative
Access to Voluntary and Safe Contraception
(AVSC) International
Philippine Country Office
Unit 803 Diplomat Condominium
Roxas Blvd. Corner Russel Ave., Pasay City

office: 551-6024 to 26
telefax: 832-3168
avscphi@ibm.net

Josette de la Cuadra
Commission on Population

Easter Dasmarinas
Resident Advisor
Research and Training Institute
John Snow, Inc.
Suite 303 CBT Bldg., 60 West Avenue
Quezon City

office: 410-3997
telefax: 924-7383
jsiphils@globe.com.ph

Dr. Fely David
Central Philippine University/SSRI

Jose Miguel Dela Rosa
Resident Advisor
Center for Communication Programs,
John Hopkins University
c/o Department of Health
2/F Bldg. 25, San Lazaro Compound
Sta. Cruz, Manila

telefax: 711-6085
MCI ID 000-648-9634

Ephraim Despabiladeras
OPHN/USAID

Dr. Chona Echauz
Program Officer
The Population Council
Unit 2 A3, Xavier Street, Granhills, San Juan
Metro Manila, Philippines

Dr. Jess Encena
Country Fellow
The Population Council
Unit 2 A3, Xavier Street, Granhills, San Juan
Metro Manila, Philippines

Mercedes Fabros
National Convenor
Womanhealth
16 Cabanatuan Road
Philam Homes, Quezon City

office: 411-7758
telefax: 928-3276

Dr. Renee Faldas
Medical Specialist
AIDS Unit, Department of Health
3/F, Bldg. 12, San Lazaro Compound
Sta. Cruz, Manila

office: 711-6693

Dr. Ma. Elena Filio-Borromeo
Program Manager
National AIDS-STD Prevention and Control
Program, Department of Health
3/F, Bldg. 12, San Lazaro Compound
Sta. Cruz, Manila

office: 743-8301 to 23 locals 2254/56/57
telefax: 711-6693 743-0512
aidsunit@pworld.net.ph

Jomar Fleras
Managing Director
ReachOut
2/F Villa Bldg., 78-80 Polaris cor. Jupiter Sts.
Bel-Air II, Makati

office: 895-1752
telefax: 895-1369
reachoutaids@pdx.rpnet.com

Dr. Sylvia Guerrero
Director
Center for Women's Studies
University of the Philippines
Magsaysay corner Ylanan Streets
Diliman, Quezon City

office: 920-6950 / 5301 to 99
fax: 920-6880

Socorro Gultiano
San Carlos University/OPS

Dr. Jocelyn Ilagan
Department of Health
Family Planning Service

Dr. Rebecca Infantado
Assistant Secretary
Office of the Secretary, Department of Health
San Lazaro Hospital Compound
Sta. Cruz, Manila

Jose Jakosalem
Program Manager, Cebu Chapter
Family Planning Organization of the Phils.
2/F Aznar Bldg., T. Padilla St., Cebu City

office: (032) 717-26

Nicola Jones
Program Officer for Reproductive Health
Ford Foundation
Unit 3E Corinthian Plaza
121 Paseo de Roxas, Makati City

office: 892-8311
fax: 811-3109
N.Jones@fordfound.org

Dr. Cecilia Lagrosa
Quality Improvement Advisor
Program Management Technical Advisors Team
Management Sciences for Health
3/F Bldg. 12, San Lazaro Compound
Sta. Cruz, Manila

telefax: 743-8301 to 23 local 2259
mshophil@mnf.sequel.net
cmljune7@mnf.sequel.net

Ruthy Libatique
Executive Director
Kabalikat

Reynaldo S. Lico
Managing Director
Masushita Communication Industrial Corp.
of the Philippines
Laguna Technological Park
Sta. Rosa, Laguna

office: 818-2274/2101/2159/2440/2488
fax: 818-3303

Emma Magsino
Project Director
Phil. Center for Population and Development
PCPD Bldg., Pasong Tamo Extension, Taguig

office: 844-5111 843-7061 to 72 local 271
fax: 816-0175

Nelly Majadillas
Executive Director
Bidlisiw Foundation
Cebu City

Dr. Cora Manaloto
OPHN/USAID

Rose Marcelino
Commission on Population

Vivian Montesines
Project Coordinator
Phil. Center for Population and Development
PCPD Bldg., Pasong Tamo Extension, Taguig

office: 844-5111 843-7061 to 72 local 271
fax: 816-0175

Dr. Beethoven Morales
Research Institute for Mindanao Culture (RIMCU)
Xavier University, Cagayan de Cero City
Philippines

Ana Maria Nemenzo
National Coordinator
Womanhealth Philippines
16 Cabanatuan Road
Philam Homes, Quezon City

office: 411-7758
telefax: 928-3276
womanhealth@phil.gn.apc.org

Gwen Ngolaban
Executive Director
Fellowship for Organizing Endeavors

Dr. Trinidad Osteria
Social Development Research Center
De La Salle University

Reynalda Perez
OPHN/USAID

Ronald Petrie
Medical Attache
Medical Unit, American Embassy Manila

office: 831-0633 523-1001
fax: 832-5440

Ma. Socorro C. Reyes
Phil. Center for Population and Development
PCPD Bldg., Pasong Tamo Extension, Taguig

office: 844-5111 843-7061 to 72 local 271
fax: 816-0175

Dr. Jose Rodriguez
Chief of Party
Program Management Technical Advisors Team
Management Sciences for Health
3/F Bldg. 12, San Lazaro Compound
Sta. Cruz, Manila

telefax: 743-8301 to 23 local 2259
mshophil@mn1.sequel.net

Dr. Loreto B. Roquero, Jr.
Officer-in-Charge, Family Planning Service
Department of Health
San Lazaro Hospital Compound
Sta. Cruz, Manila

Ma. Paz de Sagun
OPHN/USAID

Purita Sanchez
Faculty, Graduate Studies Division
University of the Philippines Cebu College
Lahug, Cebu City

office: (032) 232-2642
telefax: (032) 845-50
home: (032) 861-61

Aida Santos
Executive Director
Women's Education, Development,
Productivity and Research Organization
(WEDPRO)
14 Maalalahanin Street, Teachers' Village
Diliman, Quezon City

office: 433-6018 / 6045
fax: 921-7053 928-1631
WEDPRO@quinet.net

Dr. Lita P. Sealza
Senior Research Institute
Research Institute for Mindanao Culture (RIMCU)
Xavier University, Cagayan de Cero City
Philippines

Mark Sherman
The Futures Group - The Policy Project
Commission on Population
Welfareville Compound, Mandaluyong

office: 531-6956 / 6805
fax: 721-2786
msherman@tfgi.com

Dr. Florence Tadiar
Regional Team Leader
SEAMEO TROPMED-GTZ
Control of HIV/AIDS/STD Partnership Project
in Asia Region (CHASPPAR)
College of Public Health
University of the Philippines
625 Pedro Gil Street, Manila

office: 521-1390
fax: 521-1394
ftadiar@cph.upm.edu.ph

Dr. Michael Tan
Executive Director
Health Action Information Network
9 Cabanatuan Road
Philam Homes, Quezon City

office: 929-8805 929-9064
fax: 927-6760
MichaelTan@compuserve.com

Natividad Torralba
Project Manager
Univ of Southern Philippines

Michael Valle
Project Manager
ASEPFORGE

Giney Villar
Womyn Supporting Womyn Centre
80-A-6 Masikap Extn., Central District
Diliman, Quezon City

telefax: 435-0081
babaylan@pacific.net.ph

Edith Vizcarra
Company Nurse
Masushita Communication Industrial Corp.
of the Philippines
Laguna Technological Park
Sta. Rosa, Laguna

office: 818-1263 local 8591
fax: 818-3303

Frederick White
Systems Development Coordinator
Program Management Technical Advisors Team
Management Sciences for Health
3/F Bldg. 12, San Lazaro Compound
Sta. Cruz, Manila

telefax: 743-8301 to 23 local 2259
mshophil@mn1.sequel.net
fwhite@snap.portalinc.com

Marilou Palabrica Costello
The Population Council
Unit 2A3 Monteverde Mansions
85 Xavier Street, Greenhills
San Juan, Metro Manila

Foundation Registered Sex Workers Project
Cebu City

SO 4

Betty Abregana
Professor, Department of Psychology
Siliman University, Dumaguete City

office: (035) 225-2295-96
225-2410-13 loc. 316
fax: 225-4776

Romeo Acosta
Head, NRMP - Community Based Forest Mgt.
Department of Environment and Natural
Resources (DENR)
Visayas Avenue, Diliman
Quezon City

office: 929-6626 to 29 / 6252 / 6620

<p>Ephraim Agcaoili Technical Assistance Management Specialist Associates in Rural Development 32 Blk 2 Jearameo Subd, Lagao General Santos City</p>	<p>office: (083) 552-2429</p>
<p>Tom Bayer Coastal Resource Management Project 5/F Cebu International Finance Corp. Towers Humabon cor. Juan Luna Street North Reclamation Area, Cebu City</p>	<p>office: (032) 232-1821-23 fax: (032) 232-1825</p>
<p>Hermenegildo Cabangon Area Coordinator for Sarangani Province Coastal Resource Management Project 5/F Cebu International Finance Corp. Towers Humabon cor. Juan Luna Street North Reclamation Area, Cebu City</p>	<p>office: (032) 232-1821-23 fax: (032) 232-1825</p>
<p>Hilconida Calumpang Director Marine Laboratory - Siliman University Dumaguete City</p>	<p>office: (035) 225-2500 / 4608</p>
<p>Roy Olsen De Leon Deputy Administrator Center for Excellence in Coastal Resources Management Siliman University, Dumaguete City</p>	<p>office: (035) 225-6711 fax: (035) 225-4608</p>
<p>Renato De Rueda Community Forest Management Specialist Natural Resources Management Program II Development Alternatives, Inc.</p>	<p>office: 413-7227 loc. 24 telefax: 413-2326 Davao office: tel: (082) 233-1439 telefax (082) 233-0759</p>
<p>Bruce Harker Development Alternatives Inc. Department of Environment and Natural Resources (DENR) Annex Quezon City</p>	<p>office: 929-1194 927-0461 to 65 fax: 928-4912</p>
<p>Agnes Lorenzana Training Officer, Region 11 Natural Resources Management Program II Development Alternatives, Inc. 13 Airport Road, Sasa, Davao City</p>	<p>office: (082) 233-1439 telefax (082) 233-0759</p>

Clarissa Magdaraog Head Executive Assistant Office of the Secretary, Department of Environment and Natural Resources (DENR) Visayas Avenue, Diliman Quezon City	office: 929-6626 to 29 / 6252 / 6620
Janet Martinez Philippine Business for Social Progress Philippine Social Development Center Magallanes cor. Real Streets Intramuros, Manila	office: 527-7741 to 51 fax: 527-3740 / 34 / 51
Jaime Mission Provincial Coordinator - TDC Palawan Tambuyog Development Center c/o Trina Valle - Rizal Avenue Puerto Princesa, Palawan	office: (048) 433-8138 tambuyog@skynet.net
Dr. Roberto Montebon NRMP/Silliman University Dumaguete City, Negros Oriental	office: (035) 225-5593 fax: 225-4768
Dr. Vaughan R. Pratt International Marinelife Alliance - Philippines 36 Sta. Catalina cor. Stella Maris Street Bo. Kapitolyo, Pasig City	office: 633-5687 631-4940 fax: 631-9251 imaphil@mnsl.sequel.net
Becky Rivera Research Program Coordinator REEF Research Desk Tambuyog Development Center 108-A Philippine Social Science Center Diliman, Quezon City	office: 456-1907/8 922-9621 loc. 346 telefax: 926-4415
Flora Santos Leocadio Enterprise Development Specialist Natural Resources Management Program Development Alternatives, Inc. Department of Environment and Natural Resources (DENR) Annex Quezon City	office: 929-1194 927-0461 to 65 fax: 928-4912
Alan White CRM Coordinator Coastal Resource Management Project 5/F Cebu International Finance Corp. Towers Humabon cor. Juan Luna Street North Reclamation Area, Cebu City	office: (032) 232-1821 to 25

SO 6

<p>Evelyn Alcantara Balikatan sa Kaunlaran (BSK) 170 Mabini Street, San Juan</p>	<p>office: 727-5280</p>
<p>Cedrik Bagtas Secretary General Trade Union Congress of the Philippines (TUCP) Elliptical Road, Quezon City</p>	<p>office: 922-2185 921-5236</p>
<p>Eugene Caccam Project Director Philippine Business for Social Progress 3/F Philippine Social Development Center Magallanes cor. Real Streets Intramuros, Manila</p>	<p>office: 527-7741/51 fax: 527-3751 pbsp@phil.gn.apc.org</p>
<p>George Dalire Country Director Volunteers in Overseas Cooperative Assistance 2/F CUP Bldg., A. Roces Ave. cor. Mo. Ignacia Quezon City</p>	<p>office: 928-1943 415-6372</p>
<p>Kenneth Ellison Chief of Party Associates in Rural Development, Inc. (ARD) 7/F ALPAP 1 Bldg., 140 Alfaro Street Salcedo Village, Makati City</p>	<p>office: 893-9647 fax: 893-9602 ardgold@mn1.sequel.net</p>
<p>Jing Lopez Phil. Partnership for the Development of Human Resources in Rural Areas (PHILDHRRA) 59 P. Salvador Street, Loyola Heights Quezon City</p>	<p>office: 436-0702 / 10 fax: 426-0385 phildhrra@netasia.net</p>
<p>Lynn MacDonald Country Program Director Asian-American Free Labor Institute (AAFLI) Unit 73, 7/F Zeta II Condominium 191 Salcedo Street, Legaspi Village, Makati City</p>	<p>office: 818-3283 892-1107</p>

Danilo Songco

Executive Director

Caucus of Development NGO Network
(CODE-NGO)

Rm. 302, JGS Bldg.

30 Scout Tuazon cor. Dr. Lazcano Street

Quezon City

office: 411-8813

Gender and Development Round Table List

Legaspi
Dominic Lorbes, PPDO

Capiz
Annie Villaruz, GRP
Tia Pipay, Chair, Capiz Women
Tess _____, Partners Project Coordinator
Raquel _____, Executive Director, GRF-ILG

Bulacan
Rita Gatchalian, Executive Director, PKKB
the Provincial Director of Department of Social Welfare
Tonette Ortega, ARD-Bulacan

Bohol
Linda Paredes, DWC Research Center/GOLD Bohol
Cynthia _____, DWC Research Center/GOLD Bohol
Rene Acosta, ARD - GOLD Bohol

ISP
Jojo Trono, Training Consultant
Lulu Canada, Cebu Area Coordinator
Evelyn Alcantara, BSK

SPEED
Myrna Lim, NDFCA I
Noda _____, Functional Literacy Program Coordinator,
NDFCA I

NGO-GOLD
Jing Lopez, Phildhrra
Eugene Caccam, PBSP

ARD - Manila
Rose Nierras
Manuel Galang
Starj _____ (facilitator) General Santos City

ANNEX C

ATTACHMENTS TO SOs

SO1: Accelerating the Economic Transformation of Mindanao	C-3
SO3: Reduced Fertility and Improved Maternal Health, and SpO: Rapid Increase of HIV/AIDS Prevented	C-11
SO6: Broadened Participation in the Formulation and Implementation of Public Policies	C-55